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Sr. B.T. College

UNITED NATIONS EDUCATIONAL SCIENTIFIC AND CULTURAL ORGANIZATION
INTERNATIONAL BUREAU OF EDUCATION — PUBLICATION No. 151

XVIth INTERNATIONAL CONFERENCE ON PUBLIC EDUCATION

CONVENED
BY UNESCO AND THE I. B. E.

PROCEEDINGS AND RECOMMENDATIONS

SENIOR BASIC TRAINING COLLEGE
BANIPUR.

GOVERNMENTS
REPRESENTED AT THE CONFERENCE

Australia, Austria, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Costa Rica, Cuba, Denmark, Dominican Republic, Egypt, France, German Federal Republic, Greece, Guatemala, Holy See, Honduras, India, Indonesia, Iraq, Ireland, Israel, Italy, Japan, Laos, Liberia, Luxemburg, Mexico, Monaco, Netherlands, Nicaragua, Norway, Pakistan, Panama, Persia, Philippines, Portugal, Salvador, Spain, Sweden, Switzerland, Thailand, Turkey, Union of South Africa, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia

UNESCO
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PARIS

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BUREAU OF EDUCATION
GENEVA

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CONTENTS

Pages

INTRODUCTION 9

LIST OF MEMBERS OF DELEGATIONS 17

PROCEEDINGS OF THE MEETINGS 25

First Meeting:

Opening of the Conference 25
Election of the Conference Committee 26
Speech by the Director-General of Unesco 27
Speech by the Director of the International Bureau of Education 29

Second Meeting:

Report from the Yugoslavia 33
Report from the United States of America 34
Report from Thailand 35

Third Meeting:

Primary Teacher Training. General Discussion 36

Fourth Meeting:

Report from the United Kingdom (England and Wales, Scotland). 43
Report from Switzerland 45
Report from Sweden. 45
Report from Portugal 46
Report from the Netherlands 46

Fifth Meeting:

Primary Teacher Training. General Discussion (cont.). . 47

Sixth Meeting:

Report from Pakistan 54
Report from Austria. 55
Report from the Philippines 55
Report from Japan 56
Report from Persia 57

Pages

Seventh Meeting:

Primary Teacher Training. General Discussion (cont.) . . 58
The Status of Primary Teachers. General Discussion . . 61
Inauguration of the New Italian Stand. 62
Inauguration of the New Swiss Stand 62
Inauguration of the New French Stand 63
Inauguration of the New German Federal Republic Stand 63

Eighth Meeting:

Report from Norway 64
Report from Ireland. 65
Report from India 65
Report from France 66

Ninth Meeting:

The Status of Primary Teachers. General Discussion (cont.) 69

Tenth Meeting:

Report from Denmark 76
Report from China 76
Report from Cuba. 77
Report from Canada. 77
Report from Italy 78

Eleventh Meeting:

The Status of Primary Teachers. General Discussion (cont.) 80

Twelfth Meeting:

Report from Belgium 87
Report from Australia 88
Report from the German Federal Republic 88
Report from Spain 89
Report from Unesco 89

Thirteenth Meeting:

Report from Egypt 92
Report from Turkey. 92
Report from the Dominican Republic 93
Report from Israel 93
Report from Liberia 93
Inauguration of the Portuguese Stand 94

Pages

Fourteenth Meeting:

Vote on Draft Recommendation No. 36 concerning Primary Teacher Training 96
Text of Draft Recommendation No. 36. 96
Inauguration of the Stand of the People's Federal Republic of Yugoslavia 109

Fifteenth Meeting:

Vote on Draft Recommendation No. 36 concerning Primary Teacher Training 110

Sixteenth Meeting:

Vote on Draft Recommendation No. 37 concerning the Status of Primary Teachers. 116
Text of Draft Recommendation No. 37 116

Seventeenth Meeting:

Close of the Conference 132

TEXT OF THE REPORTS:

General Report on Primary Teacher Training presented by Mr. Robert Dottrens, rapporteur 139
General Report on the Status of Primary Teachers presented by Mr. Percy Wilson, rapporteur. 151

TEXT OF THE RECOMMENDATIONS ADOPTED BY THE CONFERENCE:

Recommendation No. 36 to the Ministries of Education concerning Primary Teacher Training 157
Recommendation No. 37 to the Ministries of Education concerning the Status of Primary Teachers 166

INTRODUCTION

The Sixteenth International Conference on Public Education, convened jointly by Unesco and the International Bureau of Education, was held at the Palais Wilson in Geneva from 6th to 15th July, 1953.

Fifty-two countries, members or otherwise of the United Nations Educational, Scientific and Cultural Organization or the International Bureau of Education, were represented at the Conference, and certain delegations were headed by the leading personalities of the Ministries of Education concerned. The Conference agenda was of such a nature that for the first time the larger international teachers' associations, in addition to the intergovernmental organizations, sent observers.

The speakers at the opening session included Mr. Albert Picot, chief delegate for Switzerland, Mr. Luther Evans, Director-General of Unesco, and Professor Jean Piaget, Director of the International Bureau of Education. At the same session the Conference elected Mr. Giovanni Caló, Professor of Education at the University of Florence and formerly the Italian Under-Secretary of State for Education, as chairman, and Mr. Fouad Galal, formerly the Egyptian Minister of Social Affairs, Mr. B. O. Filteau, Deputy Minister of Education for the Province of Quebec and delegate for Canada, Dr. Blanca Rosa Urquiaga, Director-General of Rural Education in Cuba, and Dr. S. S. Bhatnagar, Secretary to the Government of India, Ministry of Education, Natural Resources and Scientific Research, as vice-chairmen.

As rapporteurs responsible for leading the general discussion of items I and II on the agenda, and presiding over the committees to draft recommendations on these items, the Conference elected Mr. Robert Dottrens, delegate for Switzerland and Co-Director of the Institute of Educational Sciences of the University of Geneva, and Mr. P. Wilson, Chief Inspector, Ministry of Education, and head of the United Kingdom delegation.

The Conference held seventeen plenary sessions, at which it discussed reports on educational progress in the various countries during 1952-1953, and unanimously adopted two recommendations addressed to the Ministries of Education : Recommendation No. 36 concerning Primary Teacher Training, and Recommendation No. 37 concerning the Status of Primary Teachers.

TEXT OF THE LETTER OF INVITATION ADDRESSED TO THE GOVERNMENTS

Sir,

We have the honour to inform you that the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education have decided jointly to convene the Sixteenth International Conference on Public Education, which will be held in Geneva from 6th to 15th July 1953.

The major topic for discussion on this occasion will be the training and status of primary teachers. Study of these questions forms part of Unesco's long-term programme for the gradual application of the principle of free and compulsory schooling, and Recommendation No. 32 concerning compulsory education and its prolongation, adopted in 1951 by the Fourteenth International Conference on Public Education, recognizes that " the essential factor in any campaign for the full enforcement of compulsory education consists of the teachers themselves ".

This problem is encountered, in different forms, in every country. In some countries, efforts are being made to overcome the shortage of teachers by offering them living conditions more in keeping with the importance of the work they do. Elsewhere, attention is being devoted to the extension and improvement of teacher's training. In yet other countries, the need for teachers is so great that intensive training schemes have been or are being introduced.

The Conference will also discuss the reports submitted by Ministries of Education on outstanding developments during the school year 1952-1953.

The Agenda of the Sixteenth International Conference on Public Education will therefore consist of the following three items :

1. The training of primary teachers ;
2. The status of primary teachers ;
3. Brief reports on the progress of education during the year 1952-1953, presented by Ministries of Education.

Unesco and the International Bureau of Education have the honour to invite your Government to take part in this Conference. In view of the importance of the main topic for discussion, they hope that your delegation will be composed of senior officials from your Ministry of Education and will, if possible, include a representative of primary teachers.

A list of States and international organizations invited to the Conference is annexed to this letter. Comments on the three items on the Agenda will be sent to you shortly and you will, in due course, receive the working papers prepared for the Conference.

We very much hope that your Government will contribute to the success of the Sixteenth International Conference on Public Education by accepting this invitation, and we shall be grateful if you will let us know the names of those to be included in your delegation.

We should also be much obliged if you would be good enough to let us have your brief report on the progress of education in your country during the school year 1952-1953 at least a fortnight before the opening of the Conference. In order that your report may be circulated and studied, it would be a great help to us if you could have it reproduced and supply the Secretariat of the Conference with 200 copies, in English and French.

The address of the Conference Secretariat is the International Bureau of Education, Palais Wilson, Geneva, to which all correspondence should be sent.

We have the honour to be,

Sir,

Your obedient Servants,

John W. TAYLOR
Acting Director-General
United Nations Educational,
Scientific and Cultural Organization

Jean PIAGET
Director
International Bureau of
Education.

TEXT OF THE DETAILED AGENDA OF THE CONFERENCE ADDRESSED TO THE GOVERNMENTS

I. — THE TRAINING OF PRIMARY TEACHERS

The question of the training of primary teachers was considered by the IVth International Conference on Public Education (Geneva, 1935), but the Unesco-IBE Joint Committee deemed it worthwhile to place the same question on the agenda of the XVIth International Conference on Public Education because considerable changes have occurred in this field since the second world war and because the problem is a central one in any endeavour to expand and improve education.

The XVIth International Conference on Public Education will thus be called on to pass a recommendation to the Ministries of Education on the training of primary teachers. The factors this recommendation will have to take into account include the diversity of national educational problems, developments in educational science, the increasing complexity of educational methods, the increasingly important part assigned to the teacher in society, and above all the shortage of trained certificated teachers in many countries, especially those now engaged in generalizing compulsory education.

General discussion of the training of primary teachers at the Conference will be followed by the drawing up of a recommendation (No. 36) on the topic by the Drafting Committee. For the purpose of the general discussion delegates to the Conference will have placed at their disposal a comparative study of the problem based on data provided by the Ministries of Education in response to the inquiry carried out by the International Bureau of

Education, and two studies (one on teacher training in England, the United States and France, the other on the training of rural teachers in Brazil, Gold Coast, India and Mexico) drawn up by specialists at Unesco's request.

The following order of topics is proposed for the general discussion on the training of primary teachers :

(1) *Types of establishments responsible for the training of primary teachers (normal schools, educational academies, teachers' training colleges, university institutes or faculties, etc.):* (a) Level of such establishments (secondary, intermediate, higher) ; (b) The existence in any one country of two or more types which may differ in respect, for example, of conditions of admission, length of course, diplomas awarded, and kind of education (rural, urban, junior primary, senior primary, etc.) for which the training is given ; (c) Administration, finance and inspection of such establishments.

(2) *Questions concerning recruitment and conditions of admission:* (a) Required age and previous (primary or secondary) education of candidates for admission ; (b) Special conditions of admission (health, conduct, social and artistic aptitudes, etc.) ; (c) Method of selecting candidates ; (d) Ways of increasing recruitment (action taken in the primary and secondary schools or in collaboration with the vocational guidance services, exemption from fees, free board, scholarships, pupil-teacher salaries, etc.).

(3) *Curricula:* (a) Length of course ; (b) Relative importance given by curricula to general education and professional training proper ; (c) Place given in curricula to psychological and educational studies, periods of teaching practice, training for practical life (handicraft, agricultural and domestic activities), etc. ; (d) Articulation among subjects in curricula ; (e) Term and final examinations ; (f) Diplomas awarded and the rights they confer.

(4) *Emergency teacher training:* (a) Types of emergency training courses to cope with an urgent shortage of primary teachers ; (b) Minimum guarantees or safeguards such emergency measures should offer.

(5) *Further training of teachers :* (a) Measures for bringing the standard of inadequately trained teachers up to that of fully trained teachers ; (b) Further training for fully trained teachers with a view to arousing their interest in the latest developments in educational theory and practice.

(6) *Importance of training teachers for the primary teacher training establishments.*

(7) *Planning teacher training as part of educational expansion:* (a) Drawing up a teacher training plan, with special reference to countries where both the recruitment and training of primary teachers are in a critical phase ; (b) Preliminary statistical and other investigations serving as groundwork for the plan ; (c) International cooperation in the drafting and execution of such plan.

II. — Status of Primary Teachers

The question of the status of primary teachers is one that goes hand-in-hand with that of their training. As the Unesco-IBE Joint Committee realised, the two questions, although treated separately, should therefore be dealt with by one and the same session of the International Conference on Public Education. It is beyond doubt that one of the causes of the recruitment crisis to be found in so many countries is a conviction that the living conditions primary teachers are offered correspond neither to their rightful place in society nor to the importance of their task.

The VIIth International Conference on Public Education, held in 1938, passed " Recommendation No. 13 concerning the Salaries of Elementary School Teachers ". The XVIth Conference will be called on to vote on a recommendation to the Ministries of Education concerning the status of primary teachers.

The legal, financial and social aspects of the problem vary considerably in importance from one country to another, but the Conference will be able to reach agreement, it is hoped, on the best means of improving the status and living conditions of men and women primary teachers.

The procedure followed in considering this question, item II on the agenda, will be the same as that indicated above for item I. For the purposes of the general discussion on item II, delegates will have placed at their disposal the findings of the inquiry on primary teachers' salaries, carried out by the International Bureau of Education in collaboration with the Ministries of Education, and also two studies made for Unesco on the status of primary teachers in certain countries.

The following order of topics is proposed for the general discussion on the status of primary teachers, which will precede the drawing up of a recommendation (No. 37) by the Drafting Committee :

(1) *Appointments procedure:* (a) Types of procedure in the various countries (competitive appointment, probation, examination of ability, etc.) ; (b) Temporary appointment and permanent appointment.

(2) *Legal standing of primary teachers:* (a) Primary teachers as State, provincial or communal officials ; (b) Conditions of contract of employment ; (c) Main guarantees or safeguards such contract affords ; (d) The importance of stability of employment.

(3) *Salary scales:* (a) Uniformity of scales throughout the country, or diversity ; (b) System of promotion (by seniority, competition, selection, etc.) ; (c) Relation between qualifications, and salary and promotion ; (d) Equality of pay for men and women teachers.

(4) *Allowances and privileges:* (a) residential, accommodation (urban or rural areas), transfer, cost-of-living, family and other allowances ; (b) Privileges in regard to the education of one's children, travel facilities, etc.

(5) *Insurance schemes:* (a) The various schemes regarding pensions, sickness and disability insurance, widows and orphans pensions, etc. (age, service and other requirements) ; (b) Respective contributions of the authorities and of the insured in such schemes.

(6) *Regulations on primary teachers' hours:* (a) Required number of hours of attendance ; (b) Supplementary work (correction of homework, preparation of lessons, etc.) ; (c) Free days and holidays ; (d) Position with regard to salaried activities additional to ordinary teaching duties.

(7) *Status of private teachers:* Ways of improving the status of private teachers.

(8) *Miscellaneous:* (a) The right of association ; (b) The social standing of primary teachers, etc.

III. — Brief Reports on the Progress of Education during the Year 1952-1953, presented by the Ministries of Education

The experience gleaned from the fifteen preceding Conferences clearly shows the value of an annual review of educational problems, a review held in high esteem by the education authorities of the various countries. Each delegation is therefore asked kindly to provide a brief report on educational progress in its country during the year 1952-1953. Discussion by the Conference of these reports will enable delegates to form a broad picture of the development of education in the last twelve months. These reports will subsequently be published in the *International Yearbook of Education 1953.*

The following suggestions are therefore made with regard to item III on the Conference agenda :

(1) The Ministries of Education are urgently requested to limit reports to listing and commenting developments taking place during the school year 1952-1953.

(2) Reports should not exceed 3,500 words in length, in order to facilitate the work of the Conference and in view of the need to make the contents of the *Yearbook* to a certain extent homogeneous.

(3) Each delegation is requested to have 200 copies of its report made in French and in English, either in its country or in Geneva, and to send at least one copy to the Conference Secretariat not less than fifteen days before the opening date of the Conference. Only those reports will be discussed by the Conference which have been distributed at the opening of the Conference.

(4) This year reports will be presented to the Conference in the inverse alphabetical order of countries. Each delegation will have ten minutes at its disposal in which to speak of the main points in its report (which will have been distributed in advance to the Conference) and thus prepare for the ensuing discussion of same.

The following suggestions may be made with regard to the main points which the brief reports should cover and the order in which they should so far as possible be given :

I. School Administration:

(a) changes that have occurred in school administration (organs, inspectorate, etc.) in the course of the year under review ;

(b) the public education budget as compared with the previous year ;

(c) new school buildings.

II. School Organization:

(a) reforms or changes that have occurred during the year under review in the organization of the various categories of education (pre-school, primary, secondary, vocational, higher, adult) ;

(b) the opening of new establishments in any of such categories.

III. Curricula and Methods:

(a) subjects that have been abolished from, or added to, the curricula of the various categories of education during the year under review ;

(b) the introduction or development of new educational methods and and techniques ;

(c) new textbooks, etc.

IV. Teaching Staff:

changes that have occurred in the year under review in the training of teachers and in their conditions of service (appointment, salaries, etc.).

V. Auxiliary and Extra-scholastic Services:

changes that have occurred in regard to schoolchildren's health and physical development, school meals services, school psychology services, the education of handicapped children, youth movements, etc.

In their accounts of the progress made in these various fields in the year under review, the Ministries of Education are requested to indicate wherever recommendations passed by the International Conference on Public Education in preceding years, have been applied.

* * *

The present volume contains the list of members of the delegations, the proceedings of the meetings, the introductory reports of items I and II of the agenda presented by the rapporteurs, Messrs. R. Dottrens and P. Wilson, and the text of the Recommendations Nos. 36 and 37, adopted by the Conference, on Primary Teacher Training, and the Status of Primary Teachers.

In order to be fully documented on the XVIth International Conference of Public Education, the following volumes should also be consulted :—

Primary Teacher Training

Primary Teachers' Salaries

International Yearbook of Education 1953

The Training of Rural School Teachers

The Education of Teachers in England, France and U.S.A.

LIST OF MEMBERS OF DELEGATIONS

AUSTRALIA

Mr. A. L. MOORE, Representative in the United Kingdom of the Commonwealth Office of Education.

AUSTRIA

Dr. Georg HOHENWART, Chief of Department at the Ministry of Education.
Dr. Wilhelm ZOECHLING, Training College Professor.

BELGIUM

Mr. Marion COULON, Educational Adviser to the Ministry of Education.
Mrs. VERDIERE, Principal of the State Normal School at Tournai.

BOLIVIA

Mr. Frédéric FERRIÈRE, Consul of Bolivia in Geneva.

BRAZIL

Dr. Paolo CARNEIRO, Permanent Delegate of Brazil at Unesco.
Professor Hélène ANTIPOFF, Chief of the Primary Education and Teacher Training Service for Rural Areas, State of Minas-Geraes.

CANADA

Dr. B. O. FILTEAU, Deputy Minister of Education for the Province of Quebec.

CHILE

Mr. Carlos MORLA LYNCH, Delegate of Chile to the General Conference of Unesco.

CHINA

Dr. KUO YU-SHOU, Adviser to the Chinese Delegation at the General Assembly of the United Nations.

COLOMBIA

Dr. Luis GONZÁLEZ BARROS, University Professor, Representative of Colombia at the European Office of the United Nations.

COSTA RICA

Professor Aristide DONNADIEU, Permanent Delegate of Costa Rica to the International Organisations.

CUBA

Dr. Blanca Rosa URQUIAGA, Director-General of Rural Education.
Dr. Manuel ALCAINE LLANES, Technical Inspector.

DENMARK

Mrs. Estrid TORKILD-HANSEN, Chief of Section at the Ministry of Education.

DOMINICAN REPUBLIC

H. E. Mr. José Bienvenido PEYNADO SOLER, Envoy Extraordinary and Minister Plenipotentiary of the Dominican Republic in Switzerland.

EGYPT

Mr. Fouad GALAL, Formerly Minister of Social Affairs and formerly Professor of Psychology, Ibrahim University, Cairo.
Mr. Saleh MAHMOUD, First Secretary of the Egyptian Legation in Bern.
Mr. Mohamed FAHMY, Permanent Delegate of Egypt to the International Bureau of Education.

FRANCE

Mr. Marcel ABRAHAM, Chairman of the Council of the International Bureau of Education, General Inspector, Director of the University Service of Relations with other Countries.
Mr. Louis CROS, General Inspector, Director of the Educational Documents Centre.
Mr. Roger GAL, Educational Adviser to the Ministry of National Education.
Mr. DEFOND, Director of the Normal School for Men Teachers of the Seine.
Miss Marie-Louise CAVALIER, Honorary Director of Public Schools.

GERMAN FEDERAL REPUBLIC

Dr. E. LÖFFLER, Chairman of the School Commission of the Permanent Conference of Ministries of Education.
Mrs. BARDENHEWER, Ministerial Adviser.
Dr. Georg ECKERT, Professor at the Educational Institute of Brunswick.
Mrs. SCHLIEBE-LIPPERT, Ministerial Adviser.

GREECE

Mr. Nicolas HADJI VASSILIOU, Permanent Delegate of Greece to the International Organisations in Geneva and to the Council of Europe in Strasbourg.
Mr. Constantin PETRITIS, Primary Inspector.

GUATEMALA

Mr. Albert DUPONT-WILLEMIN, Consul General of Guatemala in Geneva, Permanent Representative of Guatemala at the European Office of the United Nations.

HOLY SEE

Monsignor François-Xavier de HORNSTEIN, Professor at the University of Fribourg.
Dr. Jean LARNAUD, General Secretary of the Catholic International Centre of Coordination connected with Unesco.
Miss Laure DUPRAZ, Professor at the University of Fribourg.

HONDURAS

Mr. Basilio de TELEPNEF, Consul General of Honduras in Switzerland.

INDIA

Dr. S. S. BHATNAGAR, D. Sc., F. R. S., Secretary to the Government of India, Ministry of Education, Natural Resources and Scientific Research.
Dr. A. M. D'ROZARIO, Secretary, Education Department, Office of the High Commissioner for India, London.

INDONESIA

Mr. DES ALWI, Indonesian Legation in Bern.

IRAQ

Represented by the Egyptian Delegation.

IRELAND

Mr. Terence RAFFERTY, Assistant Secretary, Department of Education.

ISRAEL

Mr. J. L. BENOR, Associate Director-General, Ministry of Education and Culture.
Dr. M. KAHANY, Permanent Representative at the European Office of the United Nations.

ITALY

Professor Giovanni CALÓ, formerly Under-Secretary of State for Education, Professor at the University of Florence.
Professor Mario PONZO, Professor of Psychology at the University of Rome, President of the Italian Psychological Society.
Professor Giovanni GOZZER, Secretary of the National Educational Council.
Mr. Salvatore SARCHIOTO, Teacher, Member of the Central Committee for Adult Education.

JAPAN

Mr. Takashi MORITA, Secretary of the Ministry of Education. Director-General of Secretariat, Cultural Properties Protection Commission, Ministry of Education.
Mr. Ken KONISHI, Superintendent, Board of Education, Nagano Prefecture.

LAOS

Princess SOUVANNA PHOUMA, Director of the Bureau of International Conferences, Ministry of Foreign Affairs.
Mr. Chao SOPSAISANA.

LIBERIA

Mr. H. Nyema PROWD, Supervising Teacher.
Mr. Theophilus THOMAS, Headmaster of the Senior Secondary School, President of the Teachers' Association.

LUXEMBURG

Mr. Jean STURM, Chargé d'Affaires of the Grand-Duchy of Luxemburg in Bern.

MEXICO

Mr. Octavio PAZ, Acting Chargé d'Affaires of the Permanent Delegation of Mexico to the International Organisations in Geneva.

MONACO

Mr. René BICKERT, Consul General of the Principality of Monaco in Geneva.

NETHERLANDS

Dr. J. H. WESSELINGS, General Adviser to the Ministry of Education, Arts and Science.

NICARAGUA

Mr. Antonio A. MULLHAUPT, Consul of Nicaragua in Geneva.

NORWAY

Mr. Aksel SKJEMSTAD, Director of Schools.

PAKISTAN

Dr. Imbad HUSAIN, Deputy Educational Adviser, Ministry of Education.

PANAMA

Mr. J. E. LEFÈVRE, Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate of Panama to the United Nations.

PERSIA

H. E. Dr. MEHRAN, Cultural Adviser to the Persian Embassy in Paris.
H. E. Mr. ABOLFAZL, Former Deputy.

PHILIPPINES

Dr. Cecilio PUTONG, Secretary of Education.

PORTUGAL

H. E. Mr. Antonio FERRO, Portuguese Minister in Bern.
Dr. Maria Irene LEITE DA COSTA, Professor of Education at the Children's Mental Hygiene Institute in Lisbon.

SALVADOR

Mr. Albert AMY, Consul General of Salvador in Geneva.

SPAIN

Mr. Eduardo CANTO, Director-General of Primary Education at the Ministry of National Education.
Mr. José S. de ERICE, Permanent Delegate of Spain to the International Organisations.
Mr. José Maria LOZANO IRUESTE, Chief of the Foreign Affairs Section at the Ministry of National Education.
Mr. José RUIZ NAVARRO, Chief of the Technical Office of the General Directorate of Primary Education.
Mr. José BLAT, Central Inspector of Primary Education.
Mr. Luis de VILLEGAS, Permanent Assistant Delegate of Spain to the International Organisations.

SWEDEN

Dr. Erik BREVNER, Chief Inspector, The Royal Board of Education.

SENIOR BASIC TRAINING CENTRE BANIPUR.

SWITZERLAND

Mr. Albert PICOT, Councillor of State, Chief of the Education Department for the Canton of Geneva.
Mr. Antoine BOREL, Secretary of the Swiss Conference of Chiefs of Education Departments.
Mr. Robert DOTTRENS, Co-Director of the Institute of Educational Sciences of the University of Geneva.
Mr. René JOTTERAND, Assistant Secretary of the Education Department for the Canton of Geneva.

THAILAND

Mr. Abhai CHANDAVIMOL, Director-General of the Elementary and Adult Education Department.

Mr. Luang Boriharn Sikkhakich, Secretary-General of the Teachers' Institute.
Mr. Chua Sariman, Chief of Teachers' Training Division, Department of Secondary Education.

Turkey

Mr. Bedi Ziya Egemen, Professor of Education at the University of Ankara.
Mr. Ziya Karamuk, Cultural Attaché to the Turkish Legation in Bern.
Mr. B. Tuncel, Professor in the Faculty of Letters at the University of Ankara.

Union of South Africa

Dr. B. F. Nel, Professor of Educational Psychology, Dean of the Faculty of Education at the University of Pretoria.

United Kingdom

Mr. P. Wilson, Chief Inspector, Ministry of Education.
Mr. A. G. Rodger, Scottish Education Department.
Miss M. E. Nicholls, Inspector of Schools and Training Colleges, Ministry of Education.
Miss S. C. Bertie, Principal of Wynyard Hall Training College.

United States

Dr. Earl Armstrong, Chief, Division Teacher Education and presently Acting Head of the Division of Higher Education, Office of Education, Department of Health, Education and Welfare, Washington.
Dr. George W. Diemer, President, Central Missouri State College, Warrensburg, and member of the United States National Commission for Unesco.
Miss Anne Maloney, Grade School Teacher, Indiana Public School, and member of the American Teachers' Federation.

Uruguay

Mr. Juan Francisco Dominguez, Consul General of Uruguay in Geneva.

Venezuela

Dr. Victor Montoya, Minister.
Dr. Alberto Weibezahn-Massiani, Delegation Adviser.

Yugoslavia

Dr. Milos Zanko, Chairman of the Council on Education, Science and Culture of Croatia.
Mr. Josip Lukatela, Deputy-Chairman of the Council on Education, Science and Culture of Croatia.

OBSERVERS

Intergovernmental Organizations

UNITED NATIONS

Mr. J. SZAPIRO, Director of the Information Centre of the United Nations in Geneva.

INTERNATIONAL LABOUR ORGANIZATION

Mr. K. St. GRUNBERG, of the Industrial Committees Division.

WORLD HEALTH ORGANIZATION

Dr. Lee-Min HAN, Division of Education and Training Services.

Non-Governmental Organizations

JOINT COMMITTEE OF INTERNATIONAL TEACHERS' FEDERATIONS

Mr. Emile HOMBOURGER, Secretary of the Joint Committee of International Teachers' Federations.

WORLD CONFEDERATION OF ORGANIZATIONS OF THE TEACHING PROFESSION

Miss C. E. BERTIE, Principal of Wynyard Hall Training College.

NEW EDUCATION FELLOWSHIP

Mr. Hardi FISCHER, Chairman of the Swiss Section of the New Education Fellowship.

PROCEEDINGS OF THE MEETINGS

FIRST MEETING

Monday, 6th July, at 11 a.m.

Chairmen : Mr. Albert PICOT and Mr. G. CALÓ

OPENING OF THE CONFERENCE

Mr. PICOT *(Switzerland) :* As Chairman of the Executive Committee of the International Bureau of Education and above all as chief Swiss delegate, I am happy to welcome representatives of the States who have accepted the invitation sent to them jointly by Unesco and the International Bureau of Education. We are happy to see so many of you participating in this XVIth International Conference on Public Education. It is an honour for Switzerland and for the State and City of Geneva that this inter-governmental conference, whose work is concerned only with matters of pedagogical interest and a desire to ensure the continual development of educational institutions, should, and this since 1934, meet each year within its walls. It is with very great pleasure that Geneva welcomes to this building the new Director-General of Unesco and his distinguished collaborators who, with the staff of the International Bureau of Education, have made all the preparations for this conference and are providing the secretariat.

Events taking place throughout the world at the present time are clearly not very encouraging. Serious conflicts threaten peace at various points of the globe. It is therefore all the more heartening to see met together here qualified persons who have come from all the continents not to seek out points of dissidence between them but to lay emphasis upon all that brings them closer together. It can indeed be said that the 35 recommendations adopted by the International Conference on Public Education, forming a total of 478 articles, constitute a veritable international charter in the realm of education.

We are especially pleased that Unesco and the International Bureau of Education should this year have requested the Conference to consider two particularly serious and important questions : the training of primary teachers and the status of such teachers. I have frequently dwelt on these

two problems and I am particularly happy to have this opportunity of extending my view of these subjects which can well be said to play a decisive role in our daily life. What a variety of different methods for training future teachers have been suggested for our consideration ; methods which seek to give them not only a professional training but also a general training and fitting moral and material conditions to provide them with the security necessary for the accomplishment of their task. It is certain that in both these fields the solutions may differ greatly in different parts of the world. However there is a common aim : everywhere it is desirable to ensure the development of the teacher's personality, and to provide him with all the necessary means to carry out his task to the children's best advantage.

At the opening of this XVIth International Conference on Public Education, I feel I must pay tribute to the memory of the Emeritus General Secretary of the International Bureau of Education, Miss Marie Butts, who died on 2nd June of this year, and whom we accompanied, with heavy hearts, to her last resting place. As you know, she was one of the chief guiding spirits and founders of the International Conferences on Public Education before the 1939 war. She herself had spent many years as a teacher, in particular at the famous Vinet School in Lausanne ; so that she brought wide personal experience of children to her twenty-eight years' work in the field of international pedagogy. There was constant evidence that her work in the international field was based on her own valuable teaching experience. We admired her authority, competence, complete disinterestedness and objectivity in dealing with all the multifarious problems of international work. In 1948, as President of the Department of Public Education, I had the pleasure of proposing that the University of Geneva should grant her the title of Doctor of Letters honoris causa. It should be pointed out that a distinction such as this, awarded for 25 years' service in an international organization, is rare.

That is all I have to say, Ladies and Gentlemen. I hope that the atmosphere and the international and pedagogical tradition of Geneva, the peace and quiet of the countryside, and favourable weather may contribute to ensure the success of this XVIth session which I now declare open.

Election of the Conference Committee

The Chairman announced that they would elect the Conference officers, consisting of a chairman and four vice-chairmen. He called for suggestions on the subject.

Mr. Armstrong *(United States of America)* said that, as head of the U.S.A. Delegation, and in the absence of Miss Clapp, last year's President, who should, traditionally, have had that honour, he wished to propose for the post of chairman of the XVIth Conference Mr. Giovanni Caló, head of the Italian Delegation, formerly Under-Secretary of State for Education, Professor at the University of Florence, and Vice-President of the International Bureau of Education.

The CHAIRMAN noted that the Assembly was unanimously in favour of that proposal and proclaimed Mr. Giovanni Caló Chairman of the XVIth International Conference on Public Education.

(Mr. Giovanni Caló was elected Chairman by acclamation and took the chair.)

The CHAIRMAN said that he was flattered and honoured by this unexpected compliment. He attributed it to the faithful service he had rendered to the ideal and activities of the International Bureau of Education and International Conferences on Public Education ; his work in the field of teaching, as Professor at the University of Florence ; and his constant efforts to make the young generation aware of international problems. This Conference, like the preceding ones, had been convened jointly by Unesco and the International Bureau of Education. He welcomed the election of Mr. Evans as Director-General of Unesco ; Mr. Evans, with his outstanding authority and competence would, he was confident, bring intelligent and constructive collaboration to the work of the International Conferences on Public Education. The problems before the Conference were of vital importance for the organization of the educational system. Whilst the problems of extending education, considered at preceding conferences, were particularly urgent in a large number of countries, it was at least equally important to lay the foundations of the system of primary education and to ensure the supply of qualified teachers enjoying conditions consistent with the importance and dignity of their profession. These two latter problems were closely connected, since it was impossible to expect efficient teaching unless teachers enjoyed fitting social and material conditions.

He announced that the Conference was called upon to elect four vice-chairmen ; and asked for nominations.

Mr. ARMSTRONG *(United States of America)*, proposed the following vice-chairmen : Mr. Fouad Galal, formerly Minister of Social Affairs of Egypt ; Mr. B. O. Filteau, Deputy Minister for Education in the Province of Quebec, Delegate for Canada ; Dr. Blanca Rosa Urquiaga, Director-General of Rural Education in Cuba ; and Dr. S. S. Bhatnagar, Secretary to the Government of India.

(Messrs. Fouad Galal and Filteau, Mrs. Urquiaga and Dr. S. S. Bhatnagar were elected vice-chairmen by acclamation.)

SPEECH BY THE DIRECTOR-GENERAL OF UNESCO

Mr. Luther EVANS *(Director-General of Unesco)* : I am deeply moved by what Councillor Picot and the Chairman have said about me. I think they have exaggerated my qualifications, but I can assure you that I will do my best to assist all who work in the field of education, science and culture in bringing to fruition the great task of Unesco.

One reason I am delighted to be here is that I have visited the city of Geneva on several occasions and they have all been extremely pleasant. It will perhaps surprise you to know that almost thirty years ago I had

my picture taken on the steps in front of this building and I still possess a photograph of myself taken in what is now the exhibition hall here. I was in Geneva at that time as a student who had just completed his master's degree. I had worked on a subject which was connected with the League of Nations, namely the mandate system, and I was privileged to hear a great many scholars lecture on that subject. I have also been here on other occasions, one of which was on my way to the Unesco General Conference in Florence three years ago. I was then with my wife and we both enjoyed our short stay in Geneva so much that I am sure that she will want to come here again just as soon as she arrives in Paris.

It was also my pleasure last summer to preside over the United States delegation at a Conference held here to draw up an international copyright convention. This is a particularly happy and useful achievement, especially if the convention is ratified by the Government of the United States of America. Before my departure for Europe, I took steps to ensure that this would be done, but it is difficult to be sure of anything when dealing with Governments.

I am further delighted to be here because this Conference is what it is. One of the main functions of Unesco is to encourage and participate in conferences of this kind and in work such as you are doing. My presence here means that I must be absent from the first meeting of my Executive Board in Paris since my installation as Director-General of Unesco last Saturday. The Executive Board however felt that my presence here amongst you would be more useful.

The International Bureau of Education is older than Unesco and has contributed very much to the development of the latter. I have been a member of the United States delegation to all the General Conferences of Unesco and have therefore had a great many opportunities to discuss with my delegation, my national commission for Unesco, etc., the role which the International Bureau of Education should play in the work of Unesco. Some people have questioned whether this was the best way in which Unesco could spend its money, but I have always been amongst those who firmly believe that your work does indeed merit our fullest possible support both morally and financially. One of the leading roles in promoting close collaboration between Unesco and the International Bureau of Education has been played by my friend and colleague on the Executive Board of Unesco, Professor Piaget. He has always spoken to us not only of the work of the Bureau but of the role which Unesco could play in developing that work and I can but pay tribute to his great qualities and his untiring efforts in the field of education. My presence here today is in part due to the deep admiration and warm personal friendship which I feel for Professor Piaget. I am not now going to tell you all that I have learnt about the International Bureau of Education over the years but I can assure you that I do know a great deal about its work, its conferences, and its publications, and I regard these conferences and these publications as amongst the most important of those to which Unesco gives its support and assistance.

I also wish to pay tribute to the memory of Miss Butts whom I did not know personally but of whose great work I have heard. I am sure that Councillor Picot acted very rightly in paying her the tribute which you have all just heard.

I would like to say one final word to you all. While you do not individually have power to control the finances of your countries, yet as representatives of governments, you have influence and power in the field of education and collectively you are the leaders of public education throughout the world. I ask you, therefore, to be brave and to face your tasks with courage and confidence. I would remind you that the most important thing is to think through your problems very carefully, for he who draws up the plans is the most important person in any field. The responsibility for drawing up the plans in the field of education rests with you and I would ask you to give very special thought and care to the problems involved.

In conclusion I bring you greetings from my staff on whose close and wholehearted cooperation you can always count. We wish you well in the accomplishment of your task.

The CHAIRMAN thanked the Director-General of Unesco for his important speech and for his appreciative statements concerning the work of the International Bureau of Education.

SPEECH BY THE DIRECTOR OF THE INTERNATIONAL BUREAU OF EDUCATION

Mr. PIAGET *(Director of the I.B.E.)*: In the name of the International Bureau of Education I extend a welcome to all delegates and offer my thanks to those governments which have sent representatives to this Conference. One shadow only darkens the scene: the absence, through illness, of our friend Mr. Marcel Abraham, chief delegate of France, and I suggest that we send him a telegram of sympathy. My first task is to greet the new Director-General of Unesco and to tell him how very happy we are to have him here among us. His presence is even more significant than might be supposed: he was installed in his new office on Saturday at midday and is already here this Monday morning at the opening of the XVIth International Conference on Public Education. That is a proof of friendship and of fraternity which we shall always remember. It is an even greater proof of friendship in that one of the only two speeches against the election of Dr. Luther Evans as Director-General of Unesco was precisely my own, as delegate of the Swiss Confederation. It is true that my intervention was made solely on questions of principle and that, at the same time, I stressed the two main qualities of my friend Evans: that of being a brave man and that of being a fine sportsman. Friendship and the spirit of collaboration triumphed over the conflict of principles and soon after his election that fine sportsman, Luther Evans, informed me that he would be here in Geneva today. That is the type of gesture one does not forget and I thank him most profoundly for it. I must express my gratitude to Mr. Picot, *Conseiller d'Etat* and to Mr. Evans for their sympathy and condolences on the death of Miss Marie Butts our Emeritus General Secretary. Also in connection with the life of the secretariat I would like to mention that we are at the moment celebrating the twenty-fifth anniversary of the appointment of Mr. Rossello as our Assistant Director, and you all know how much the Assistant Director has done for our organization.

We are now met together to discuss the problems relating to the training and the status of primary teachers ; and I hope that you will allow me, since I am myself a psychologist, to say a few words on the role of psychology in the training of primary teachers. It is often stated that education is an art and not a science and that it does not therefore require a scientific structure. If it is true that education is an art it is so in the same way as medicine which requires special aptitudes and an innate skill; but which also requires a knowledge of anatomy, pathology, etc. In the same way if the aim of education is to mould and train the pupil's mind it must be based on knowledge of the child, therefore on psychology. Since 1935 considerable progress has been made in the field of psychology : we can think of many American and English works, research works the results of which have already been applied in many instances to teaching. A good training in psychology is therefore indispensable in order to give the teacher a wider degree of preparation than that based on utilitarian considerations or a so-called realistic empiricism.

The CHAIRMAN thanked Professor Piaget for his speech and for his most judicious remarks on the role of psychology. He assured him that these considerations would always be born in mind during the discussion on the training of teachers.

He presented his warm congratulations to Professor Rossello on his twenty-five years as Assistant Director of the International Bureau of Education.

He reminded the delegates that they had still to nominate the rapporteurs for the two subjects on the agenda of the Conference. He proposed to appoint Mr. Dottrens, Co-director of the University Institute of Educational Sciences of Geneva, as rapporteur for the training of primary teachers, and Mr. Wilson, Chief Inspector, Ministry of Education of the United Kingdom, as rapporteur for the status of primary teachers.

(Messrs. Robert Dottrens and Percy Wilson were appointed rapporteurs by acclamation.)

The CHAIRMAN announced that, if the Conference was in agreement the afternoon meetings would be devoted as customarily to discussion of the reports on educational progress in 1952-1953, included as item III of the agenda. He recalled that this year the reports would be presented in the inverse alphabetical order of countries, i.e., beginning with the letter Z. The reports received up to the present time had already been distributed. Delegates who were in possession of a report which had not yet been distributed were requested to have it multigraphed, in French and in English, in two hundred copies, and to deliver it as soon as possible to the Secretariat of the Conference.

He drew the attention of delegates to the suggestions contained in the agenda of the Conference which had already been sent to their governments. Each delegation would have ten minutes in which to give a verbal outline of the salient points of the report which had previously been distributed, in order to open the discussion thereon. The delegate entrusted with presentation of the report would reply at the end to all the questions put to him.

(The meeting rose at 12.25 p.m.)

SECOND MEETING

Monday, 6th July, at 3 p.m.

Chairman: Professor Giovanni CALÓ

The CHAIRMAN proposed that the morning meetings should begin at 9.30 instead of at 10 o'clock as was the custom at the Conference.

(This proposal was adopted.)

The CHAIRMAN announced that any delegations not wishing to submit their reports the first time would have an opportunity to do so the second time round, when the list would likewise be drawn up in alphabetical order.

Mrs. Blanca Rosa URQUIAGA *(Cuba)* expressed her thanks which were due in particular to the United States' Delegation which had done her the honour of nominating her as Vice-Chairman. She was very deeply appreciative of that honour, and she repeated her thanks, on behalf both of her country and of herself. She wished to submit a proposal on behalf of the Spanish language delegations, i.e., that the Spanish language should be adopted, along with English and French as a working language. There were indeed a large number of people who spoke that language ; and there were three precedents in that matter : Spanish had been adopted by Unesco as a working language ; a similar proposal had been submitted at the copyright conference ; and, finally, an identical measure had been taken at the migration conference. The present proposal aimed to improve the results of the Conference, whilst at the same time meeting the wishes of a large number of delegates who spoke Spanish.

The CHAIRMAN believing that this proposal expressed the feelings of all the representatives of Spanish-speaking countries attending the Conference, hoped that no further speeches to the same effect would be made.

Mr. José S. de ERICE *(Spain)* supported the proposal of the delegate of Cuba whilst regretting that no other Spanish-speaking delegation should have an opportunity to endorse it.

Mr. PUTONG *(Philippines)* wished to associate himself with the Cuban delegate's proposal, pointing out the fact that Spanish was spoken not only in Mexico but also in South America and Central America.

The CHAIRMAN expressed his admiration for the Spanish-speaking countries and the delegations representing them, but felt bound to point out that the Conference was not empowered to settle the question in hand.

The proposal which had been made raised many economic, financial and technical problems, and it should be left to the two institutions responsible for the organisation and financing of the Conference, namely Unesco and the I.B.E., to find a solution to the problem.

He assured the delegates of the Spanish-speaking countries that they could refer the question for consideration by the competent organisms.

Mr. ELVIN *(Unesco)* spoke next, in the absence of the Chairman of the Joint Unesco-I.B.E. Committee and of Professor Piaget. That Committee, which had met in the morning, had raised the question of the working languages of the Conference. Constitutionally, the decision as to whether or not Spanish was to be accepted as a third working language, rested with the Joint Unesco-I.B.E. Committee. The fact that the Joint Committee had not decided to adopt a third working language was due solely to practical reasons. In fact, the use of a third working language would involve installing simultaneous interpretation apparatus at considerable expense which had not been allowed for in the budget for the year. He therefore suggested that a proposal to introduce a third working language should be submitted to the Joint Unesco-I.B.E. Committee, which would examine it in the course of its next meeting and, possibly, take measures to arrange for simultaneous interpretation at the 1954 conference. For the moment, he did not think any more could be done. For his part, he could take no stand either one way or the other.

The CHAIRMAN asked the Cuban delegate whether she agreed to draw up a precise request as suggested by Mr. Elvin. He then called on Mr. Paz, to speak on a point of order.

Mr. PAZ *(Mexico)* was surprised that the Conference was not empowered to deal with so important a procedural question as that of the working languages, and asked what was the basis for that statement.

The CHAIRMAN thought it was not a procedural question but a constitutional one. The convening, financing, and organization of the International Conferences of Public Education was entrusted to Unesco and the International Bureau of Education.

Mrs. Blanca Rosa URQUIAGA *(Cuba)* thanked the Chairman for all the explanations he had been kind enough to give on this question; although she was somewhat disappointed that this question could not be decided by the Conference, she understood the reasons which had been given. She said that her delegation would make its proposal in writing and would follow the necessary procedure to enable the question of the adoption of Spanish as a working language of the Conference to be studied by the competent bodies. She felt that the Latin American countries were amongst those who followed the Conference with the greatest interest, and sought most to benefit from its advice. She concluded by expressing the hope that the wishes of the Spanish-language delegations would be borne in mind.

Report from Yugoslavia

Mr. Lukatela *(Yugoslavia)* presented the report on educational progress during 1952-1953, the text of which had been distributed to delegates, and replied to questions from Messrs. Alcaine Llanes *(Cuba)* Cros *(France)*, Löffler *(German Federal Republic)*, de Telepnef *(Honduras)*, Hohenwart *(Austria)*, and Wilson *(United Kingdom)*.

The staff of normal schools included special teachers for music, physical culture etc. ; the same applied to secondary schools. There was a special women's normal school giving training for certain types of work in primary and secondary schools, and in courses for women in towns and villages ; and, in September, a high school for training teachers in technical subjects for technical schools would be opened. In addition, there was an academy of music and the arts.

Insofar as the language question was concerned, it should be noted that the country contained six republics, speaking three different languages ; all the linguistic minorities had their own primary schools, and the Italian and Hungarian minorities also had a normal school. In principle, pupils at all schools had the choice of several languages : English, Italian, Russian, French and German in particular. The country also possessed grammar schools for classical languages.

New educational laws were in process of preparation and the central and republic commissions responsible for drafting them included members of the teaching profession. The great differences in the cultural, industrial and social level of the six republics should also be borne in mind : Slovenia, for example, was making considerably more progress than Macedonia, which was still in the early stages and now had its own language for the first time in the schools. Consequently, since the problems were different, each republic retained competence for drawing up its own laws, the central authorities confining themselves to giving general directives, encouraging exchanges, making suggestions, and supporting the efforts made.

With regard to teachers' associations, these would be called upon increasingly to collaborate directly with the school authorities. Extremely useful work was done by the Councils : before the war the primary teacher was, in fact, no more than a mere employee, whilst at the present time he was represented on the Councils in the same way as other organizations interested in educational matters. For example, the Council of Croatia had 21 members, including 3 representatives of teachers' associations, 3 representatives of the teaching staff of classical secondary schools, 3 representatives of teachers in technical subjects, 2 university professors, etc. The draft laws were drawn up by these Councils before being submitted to the People's Assembly.

Insofar as the active role played by the different organizations of the population in school management was concerned, it should be pointed out that each school had its own individual problems and that, consequently, a body composed of primary teachers and parents could do useful work by discussing all questions, except those concerned with curricula and methods. Apart from these two items, all matters contributing to progress could be submitted to that body, whether of a material nature or whether they referred specifically to the duties of parents.

Report from the United States

Mr. Armstrong *(United States)* commented on the report on educational progress during 1952-1953, and then, together with Mr. George W. Diemer, replied to questions put to them by Messrs. Löffler *(German Federal Republic)*, Putong *(Philippines)*, Cros *(France)*, Moore *(Australia)*, D'Rozario *(India)*, Hohenwart *(Austria)*, Chandavimol *(Thailand)* and Alcaine Llanes *(Cuba)*, and Mrs. Antipoff *(Brazil)*.

The teaching of foreign languages in elementary schools had been introduced a long time ago and was administered solely by the local education boards. It was only the previous year that the Office of Education had encouraged the teaching of modern languages and included it in the educational curricula. Mr. McGrath had convened a conference of language teachers, inspectors of education, representatives of colleges and universities, etc., to discuss means of improving the teaching of languages in schools. There were many types of curricula, all very different from one another. Children could choose between several languages, in particular Spanish, French and German. Further, since the number of teachers qualified to teach foreign languages was limited, the idea of calling on foreign teachers had been considered, but this system would give rise to fresh problems.

As regards, the use of magnetic tape recorders and gramophone records, those methods were used both in schools and in adult education. For example, one institution gave a weekly programme for adults on modern scientific development.

The position of the Office of Education in relation to the new Department of Health, Education, and Welfare, was that the former Federal Security Agency had been raised to the rank of Ministry. Under the authority of a Secretary of State there were a number of Under-Secretaries of State and a number of departments—the departments of Health, of Welfare and of Education. But this was not regarded as a move towards centralized control.

As regards the part played by the Federal Government in education, it had always paid attention to questions of public education, whilst leaving the administration to states and smaller groups. There were certain fields in which its work could be extended, as for example subsidies for school building, school meals, etc. It could also assist public schools with a view to bringing the standard of education up to the same level in the poorer and richer states alike. But the granting of subsidies did not imply control.

For handicapped children, the State had assisted in drawing up special curricula and organizing special schools or classes for children suffering from physical or mental defects. Less had been done in that respect at the secondary level, but that was offset by the fact that the curricula were extremely carefully adapted to the individual abilities of the children.

There were currently about 60,000 rural schools most of which had one room only ; but the number of those schools was decreasing. Schools of that type were unsatisfactory for teaching, and larger schools had many advantages from all points of view.

In most cases, one teacher was in charge of almost all the teaching, at least in the four lower primary classes ; although there were generally special teachers for music, drawing, etc., and a nurse to supervise health matters. In some schools, the teaching was shared by several teachers, each taking a group of subjects.

As regards the shortage of teachers, it was most acute in the primary schools, for a number of reasons : firstly, the increase in the birthrate had not yet affected secondary schooling ; secondly the proportion of women was higher amongst primary teachers, and those who married often left their profession ; and thirdly since the salaries of primary teachers had not risen to keep step either with the cost of living or with the salaries of other professions, many young people were either drawn to other careers or took up secondary teaching, which was better paid, in preference to primary teaching. At the secondary level, there was a shortage of teachers for domestic science, science and music, but it was less acute than a few years previously.

There existed no uniform salary scale for teachers; their salaries vary from state to state. There was, however, a general tendency to raise teachers' salaries.

Secondary education was completely free of charge.

Report from Thailand

Mr. Chandavimol *(Thailand)* presented the report on educational progress in his country.

The Chairman thanked the delegate of Thailand for his very interesting report.

He announced that Professor Dottrens, rapporteur, would open the general discussion on item I of the agenda : the training of primary teachers.

(The meeting rose at 7 p.m.)

THIRD MEETING

Tuesday, 7th July, at 9.30 a.m.

Chairman: Mr. Giovanni CALÓ

PRIMARY TEACHER TRAINING
(GENERAL DISCUSSION)

The CHAIRMAN declared the meeting open and announced that the general discussion on item I of the agenda of the Conference would begin with the introductory report of the rapporteur, Mr. Dottrens.

Mr. DOTTRENS *(Switzerland)* presented the introductory report on the training of primary teachers.

The CHAIRMAN thanked the rapporteur for his excellent introduction in which he had emphasized the main points requiring discussion.

Mr. FILTEAU *(Canada)* considered that the two main points to bear in mind were, on the one hand, the need to give teachers the educational and psychological knowledge they would require in their profession and, on the other hand, to train a sufficient number of staff. In his country, pupils who had completed schooling up to the 11th school year took a one-year educational training course at the end of which they could obtain the elementary diploma. Pupils who had completed the 12th school year could take another course, also lasting one year, which enabled them to obtain the B diploma. Finally, there was a third course reserved for pupils who had completed the 13th year, and who then received the higher primary A diploma. Model schools, known as practice schools, were attached to each of the training colleges. These schools contained about one hundred children at all levels of elementary education, under the direction of two or three professors, the greater part of the instruction being undertaken by pupil teachers.

Mr. PONZO *(Italy)*, speaking as a psychologist, emphasised the importance of psychology in teacher training, pointing out that psychology was an integral part of the science of pedagogy. Every teacher must be an educator as well ; in addition to being versed in the science of psychology, his attitude to his pupils must be inspired by a thorough knowledge of child mentality. For this reason intending teachers must have attained a certain degree of maturity, a point which raised the question as to the age-limits to be stipulated for commencement of teacher training and the

award of teachers' diplomas. In Italy, many students who had obtained their diplomas, registered in the schools for social welfare workers connected with the universities while waiting to be appointed to teaching posts. Thus, while completing their cultural training, they saw opening before them the possibility of following other careers. In this way, they had an opportunity of widening their knowledge of psychology, sociology and social welfare, while also learning to work in teams and to have experience of the problems connected with adult education, mental hygiene and parent education.

The question of the age, maturity and training of teachers would doubtless differ from one country to another, but the solution mentioned by the rapporteur showed the benefits to be derived from a more complete professional training.

Mr. DEFOND *(France)* thought that as regards the relation between general culture and professional training the standard of general culture required of prospective teachers should be stipulated in the recommendation, and that methods for enabling them to attain that standard should be considered. For emergency professional training too, the general standard of education required should be stated. The importance of the connection between mastering the theory of teaching and acquiring proficiency in practical teaching methods should not be underestimated, for this raised knotty problems. Attention should also be paid to the question of recruiting student teachers, a problem with which educational circles in France were concerned at the moment. He pointed out that the practice schools tended to be artificial in character, and he thought it desirable that training college students should also spend periods in ordinary schools, to enable them to become acquainted with the actual conditions in which their future work would be carried out. Finally, he raised the question of the study of psychology, and hoped that prospective teachers would be taught not only the psychology of children and pupils but of parents as well.

Mr. GRUNBERG *(International Labour Office)*, in the name of Mr. David Morse, Director of the International Labour Office, presented his good wishes for the full success of the Conference and referred to the bonds of friendship which linked his organization and the International Bureau of Education. He wished to join in the expressions of sympathy addressed to the International Bureau of Education on the death of Miss Marie Butts, Emeritus General Secretary. Collaboration between the International Labour Office and the International Bureau of Education had long been established, and the agenda of this XVIth Conference on Public Education was of particular interest to his organization which was, in fact, required to deal directly with the training and the moral, social and economic status of teachers. As long ago as 1946 the regional conference of the American States which were members of the International Labour Organization had asked the latter body to undertake the study of problems dealing with intellectual workers in general and teachers in particular. As a result one of the permanent tripartite commissions of the International Labour Organization, that which was responsible for studying the problems of intellectual workers, had, in February 1952, asked that

the entire question be referred to it in order that it might seek possible solutions to the problems raised. The necessary co-ordinating contact had been made with Unesco and the International Bureau of Education, and the administrative board of the International Labour Office had included on the agenda of the next session of the Commission in question, due to be held at the beginning of 1954, problems concerning the employment, including the professional training, of primary and secondary teachers, and of the staff of professional and technical training institutions. That would represent the first stage of the contribution which the International Labour Office might be able to make in this field. The question found its logical place within the general programme of activities of the International Labour Organization. The progressive improvement of the moral, social and material status of teachers and of their professional qualifications could be considered as one of the main objectives of the International Labour Office. This being so the International Labour Office would be happy to contribute, making use of its own special structure, to the attempt to find constructive solutions to the problems of a professional nature whose fundamental importance in any organized society could not be sufficiently underlined. In this respect, collaboration between Unesco and the International Bureau of Education on the one hand, and the International Labour Office on the other hand, was therefore entering upon a new phase, and fruitful and concrete results could be anticipated.

The CHAIRMAN thanked Mr. Grunberg for the message he had delivered on behalf of the International Labour Office, and for the tribute he had paid to the memory of Miss Butts. Collaboration between the International Labour Office and the International Bureau of Education was particularly important and it was most gratifying to hear this view confirmed. He was also happy to hear that the permanent commission on intellectual workers had decided to study the same subject in 1954 as was now being discussed at this Conference.

Mr. LÖFFLER *(German Federal Republic)* briefly surveyed the general and professional training of primary school teachers in his country. Teachers of both sexes received their general educational training in a secondary school giving a nine-year course and preparing pupils for university entrance. They must hold the "matriculation" certificate in one of the following branches : classics, science, modern studies or arts. They received their professional training in special higher educational establishments known as academies or institutes of education, or in higher schools of education. The length of the course varied from three to two years, according to *Länder*, ending with an essentially theoretical final examination. Students, after completing the course, spent the first two or three years in an urban or rural primary school, where they teach under the supervision of the director or the school inspector. After passing a second, purely practical examination, they received the teacher's diploma, which entitles them to teach both in ordinary primary schools and in the junior section of secondary schools, attended by 90% of all children between the ages of 11 and 14-15, i.e., up to the completion of the compulsory schooling period. In some *Länder*, newly trained teachers were entitled to teach in the "intermediate" schools as well.

He considered that the main problems of primary teacher training at the present time were the following : (1) the length of the professional training course properly speaking ; (2) the large number of subjects to be studied by prospective teachers ; (3) the psychological training of teachers ; (4) the shortage of teachers ; (5) measures for emergency training of young people from the Eastern Zone of Germany ; (6) the possibility of carrying out scientific research on teaching methods in teacher training establishments.

Mr. GALAL *(Egypt)* pointed out that his was the only country where the pedagogical and psychological training of teachers had become a political matter. In 1929, Edouard Claparède, one of the founders of the International Bureau of Education, had himself organised in Egypt a committee on psychological and pedagogical research, and those two subjects had ever since formed part of the teacher training course. In 1950, however, owing to the political situation, the policy had changed, and it had been decreed that any persons possessed of sufficient education could teach. At present, these two opposing policies had become reconciled, and the present Minister of Education was in favour of giving future teachers a psycho-pedagogical training. However, it was felt that merely a theoretical study of pedagogy and psychology in the training colleges was not enough ; teachers must also—and this was the most important of all —understand childrens' needs and be familiar with their social and cultural environment in order to become real leaders. A number of experimental training colleges had therefore been established in rural areas, providing a five-year course of study. In these schools the study of pedagogy, psychology and related subjects was left until the last two years, whilst the first three years were spent in giving the prospective teachers training in the subjects they would later have to teach. The idea was that they could only apply new methods if they themselves had been trained in accordance with those methods. The new type of education was to be based on the life of the Egyptian countryside and teachers must both familiarise themselves with that life and attempt to improve living standards. Teachers who remained cooped up in their schools could never teach anything but barren theory. The same policy was being pursued in secondary education. Fortunately, Unesco, in collaboration with Egypt and other Arab countries, had just opened in Egypt a fundamental education centre which was working parallel with the new policy in Egyptian education. In conclusion, the importance of mental health in the training of teachers could never be sufficiently emphasised ; since teachers with their own psychological problems to grapple with inevitably made their pupils suffer for them.

Miss BERTIE *(United Kingdom)* stressed the fact that the majority of teachers in the United Kingdom were trained in training colleges. The minimum age of admission to these training colleges was eighteen, and the students must have completed a secondary school course and obtained the School Leaving Certificate. They also had to go before a selection board, since great importance was attached to maturity. It was for that reason that, despite the shortage of teachers, the minimum age of admission to training colleges had not been lowered ; and that those colleges were open

also to persons who had already worked in other spheres, or to married women with children, provided they showed the necessary aptitude. Since 1946, the training colleges had been closely linked to the universities, and there were at the present time seventeen area training organizations each attached to a university. These area training organizations had set up a number of committees, including boards of studies. Courses given in training colleges fell into three distinct categories : (1) general educational courses ; (2) study of the various methods of teaching, one of the most instructive for the prospective teacher being the use of studies of local environment ; (3) study of the development and growth of children. Students usually did their teaching practice in nearby schools, a method which had given excellent results, not only for the student teacher who had an opportunity of learning about local needs and conditions but also for already certificated teachers who were given an opportunity of learning about the new teaching methods. There had for instance been cases of teachers-in-service enrolling for refresher courses after having student teachers in their classes. In conclusion, the speaker stressed the importance of the links between teachers' training colleges and universities.

Mrs. ANTIPOFF *(Brazil)* greeted her former friends and colleagues at the International Bureau of Education and the Institute of Educational Sciences and thanked the Egyptian delegate for mentioning the name of Edouard Claparède, whose memory was cherished in Brazil. All the foregoing statements indicated the attempt which was being made to make education fulfil its true purpose which was to train the men of the future. But much still remained to be done. It was true that the training colleges still continued to turn out excellent teachers but not " leaders " qualified to influence their neighbours and to improve their environment. That was perhaps less important in towns than in the country, where everything still remained to be done. Some countries were faced with an immense task, and it was essential to train teachers to concentrate mainly on teaching about how to live and on showing pupils how to transform and improve their conditions rather than merely teaching about those conditions.

In Brazil, the twenty states were autonomous, with the result that each state was responsible for fixing the length of the training courses and deciding on their curricula. The teacher training act of 1946, however, provided for three categories of training : (1) regional normal school training courses for pupils having completed four years in a primary school : course lasting four years ; (2) 3-year normal school course for students having completed a 4-year primary school course plus a 4-year secondary school course ; (3) finally, a special 2-year course in educational administration for school directors. In any case, the teacher training course was fairly short, and several States had even had to cut it down further. Nevertheless, comparison between students of the longer course and those trained in shorter emergency courses showed that the latter often produced some of the best teachers since they had better qualifications for work in the environment to which they belonged. Another point to notice about Brazil was that there were many fewer male teachers than female—in fact male teachers constituted only 10% of the primary teacher staff, and it would be well if this proportion could be increased.

Mr. DOTTRENS *(Switzerland)*, speaking as rapporteur, remarked on the outstanding interest of the reports and suggestions which had been presented during the morning, and drew attention to the fact that they revealed how the same questions assumed different aspects in the different countries. He wanted to know whether, in Canada, a teacher, after obtaining his primary teachers' diploma, had any chance of doing further training and so qualifying for a higher teaching certificate.

Mr. FILTEAU *(Canada)* pointed out that, according to the regulations, teachers with primary teachers' diplomas, having 3 years' successful teaching to their credit and having attended evening, Saturday, or vacation courses, received a higher teaching certificate.

Mr. DOTTRENS *(Switzerland)* requested further explanations regarding the problem of the selection of candidates, a problem which had been broached under three different aspects by Mr. Löffler (psychological tests) ; Mr. Galal (mental health standard) ; and Miss Bertie (selection committees).

Mr. LÖFFLER *(German Federal Republic)* explained that candidates were required to solve a certain number of educational or psychological problems. The answers given enabled the examiner to ascertain how the candidate reacted, and whether he possessed a minimum of psychological understanding.

Mr. GALAL *(Egypt)* stated that, in his country, candidates wishing to enter one of the principal training colleges had to be interviewed by a psychologist who asked them a certain number of questions and discussed a few problems with them, and was thus able to draw conclusions regarding the candidate's personality in the field of mental health. In addition, from the very beginning of their training course, candidates spent regular periods in local schools. The reports of the certificated teacher made it possible to judge the manner in which the candidate approached the pupils and to ascertain whether the teacher-pupil relationship gave evidence of a good state of mental health. Furthermore, the psychological clinics attached to the universities took a particular interest in the problem of teacher-pupil relationships and were prepared to give advice to students interested in the question.

Miss BERTIE *(United Kingdom)* explained that the selection committees did not ask the candidates they examined to undergo a psychological test. During the conversations they held they endeavoured to ascertain the candidate's interests, tastes and, above all, personal qualities.

Mr. PIAGET *(International Bureau of Education)* said he wished to make a statement to the Conference regarding the agreement that had been reached during a meeting held that morning between representatives of the Spanish-speaking countries and representatives of Unesco and the International Bureau of Education. (1) From a legal point of view, the Conference on Public Education did not establish its own organizational procedures, this being a matter entirely for the governing bodies of Unesco and the International Bureau of Education, and the Unesco-I.B.E. Joint

Committee, whose task was to coordinate the activities of the two organizations. It was therefore to the Executive Board of Unesco, to the Council of the International Bureau of Education, and to the Joint Unesco-I.B.E. Committee that the Spanish-speaking delegations would present, in a definitive form, the problem of the use of the Spanish language at the International Conferences on Public Education. (2) Whilst awaiting the solution of this problem, it was understood that the Spanish-speaking delegates would, in principle, use one of the present official languages, French or English. Nevertheless, for reasons of courtesy and fraternity, an exception would be made for those Spanish-speaking delegates who, like the gracious vice-chairman from Cuba, spoke neither English nor French. They could for the time being speak in their own language and a summary would be given in French.

The CHAIRMAN announced that the afternoon meeting would begin at 3 p.m. and would be devoted to discussion of the reports on the progress of education in the period 1952-1953 in the United Kingdom, Switzerland, Sweden, Portugal, and the Netherlands.

(The meeting rose at 12.35 p.m.)

FOURTH MEETING

Tuesday, 7th July, at 3 p.m.

Chairman: Mr. Giovanni CALÓ

The CHAIRMAN opened the meeting and announced that discussion of the reports on progress in education in 1952-1953 would be continued.

REPORT FROM THE UNITED KINGDOM (ENGLAND AND WALES, SCOTLAND)

Messrs. WILSON *(England and Wales)* and RODGER *(Scotland)* commented briefly on their reports on the progress of education in 1952-1953 and, together with Misses NICHOLLS and BERTIE *(England and Wales)*, replied to questions from Messrs. GAL *(France)*, D'ROZARIO *(India)*, LÖFFLER *(German Federal Republic)*, COULON *(Belgium)*, AKRAWI *(Unesco)*, ARMSTRONG *(United States of America)*, PUTONG *(Philippines)*, CHANDAVIMOL *(Thailand)*, and the CHAIRMAN.

As regards the 'technical university' (i.e., Imperial College) the foundation of which had been announced, its purpose was not so much to develop further scientific research but rather to promote the teaching of science and especially of physical science, in order to meet the demands of industry and the professions. As regards status, it would be neither an entirely independent university nor a faculty attached to a university. The status of the new College would be equivalent to that of the various colleges attached to the University of London, i.e., though 'technological' it would be of full university rank.

As regards the part played by inspection in standardising teaching policies and curricula, the aim was not to force the acceptance of certain curricula but, on the contrary, to preserve their independent character, whilst always bearing in mind the experience acquired by the experts.

The booklet on history teaching which had been mentioned covered both primary and secondary teaching. It dealt with the importance of history, its literary role, its value for the development of the imagination, etc.

As regards bilingualism, considerable experience of the problem had been gained in Wales. It had unfortunately to be reported that the use of the Welsh language was gradually diminishing, although that language was still spoken in people's homes and the churches, and it was still strong in certain regions. Welsh was a national language in the same way as English, and it was therefore fitting that it should be used in primary education and in the family, whilst the teaching of English was begun in

the fifth, fourth, or in some cases the third year. Subsequently, at the secondary level, English was used as the teaching language, Welsh being taught on a level with French or German. It was not possible to draw an absolute parallel between Wales and Belgium, where bilingualism was at once a geographical, religious and political problem.

The Central Advisory Council for Education had appointed several sub-committees, one of which was instructed to study measures for remedying the shortage of science teachers. One of the measures proposed was to expand science teaching in the training colleges, so that pupils leaving the secondary schools with a good grounding in science could specialise in the study and teaching of that subject. The majority of teachers were women ; and the fact that there were now more careers open to women than formerly had led to a shortage of entrants into the teaching profession. The Ministry of Education had organised a press and radio campaign designed to inform the public of the needs of schools and the possibilities offered by a teaching career. The result of all this had been to increase the number of candidates for the training colleges ; and although these colleges were still not full, the position was noticeably better than it had been last year. Finally, it was worth mentioning that the majority of students at training colleges received free board and lodging as well as having all their tuition free of charge. In addition, many of them received incidental grants of from £20 to £50 per annum from various local bodies.

In order to remedy the shortage of science teachers in Scotland, the latest salary scale provided for slightly higher salaries for the categories in shortest supply. Further, measures had been taken to induce able pupils to remain longer at school and in some cases to train for the teaching profession. Finally, a special recruiting drive had been organised in order to attract to the teaching profession qualified people from other walks of life. The most difficult problem of all was how to obtain a sufficient number of mathematics and science teachers.

In Scotland, the number of pupils completing the secondary school course was only 9%, although 16% of school pupils had an I.Q. of 115, indicating ability to take up academic studies. It was not intended at the moment to carry out any major reorganization of secondary schools.

For pupils of 14 to 15 with a practical, non-academic bent, Scotland had developed the teaching of practical work. There was an increasing volume of opinion that teachers should be qualified to teach the particular type of pupil rather than to teach particular subjects.

The Chairman thanked the British Delegation for their interesting report, and requested delegates, when discussing reports, to confine themselves to a small number of important questions of general interest, leaving other questions to be answered in private.

He read a telegram sent to him by Mr. Marcel Abraham, chief delegate of France, and chairman of the Council of the International Bureau of Education, in reply to the wishes for a speedy recovery addressed to him by the Conference : " Very appreciative kind words our friend Piaget and your most cordial telegram. Reaffirm deep regret and send warmest wishes for success XVIth Conference in its incomparable setting. Greetings. Marcel Abraham."

Report from Switzerland

Mr. Borel *(Switzerland)* commented on his report on educational progress in 1952-1953, and replied to questions from Messrs. Rafferty *(Ireland)*, Wilson *(United Kingdom)* and Defond *(France)*.

Of the twenty-five cantons and sub-cantons of Switzerland, only seventeen had their own training facilities for teachers. The remaining eight relied on neighbouring cantons. In nine cantons, teachers were trained in normal schools with a four-year course. In six cantons the course was a five-year one. There was in Switzerland a tendency to increase the length of teacher training courses, both for general educational subjects and for teacher training proper. In those cantons wishing to retain the standard in both branches, it had been suggested that there should be two types of normal school: a lower normal school, concentrating mainly on general education ; and a higher normal school, concentrating mainly on professional training. Two cantons (Geneva and Basel) had elected to give teachers a university training, and require entrants to have obtained their baccalaureate. A number of cantons had adopted measures making it obligatory for students to do a period of practice teaching. At the moment of speaking, research in the field of teacher training was again being carried out.

School radio programmes were not organized federally, but by special committees set up in linguistic regions (French, German and Italian). These committees, composed of teachers and radio technicians, prepared lessons, notice of which was given in advance, and brought out a small paper for teachers. Radio school programmes were in no way compulsory.

Report from Sweden

Mr. Brevner *(Sweden)* commented on the report on educational progress in 1952-1953, and replied to questions from Mr. Diemer *(United States of America)*, Mrs. Bardenhewer. *(German Federal Republic)*, Mr. Gal *(France)* and Mr. Putong *(Philippines)*.

The higher certificate corresponded roughly to the English natriculation and the French baccalaureate, and was obtained at the age of 19 or 20. The junior certificate was awarded to pupils leaving school 3 or 4 years before the end of the secondary school course.

Pupils attending the secondary schools had two possibilities open to them : they could either obtain the higher certificate and then proceed to spend two years at a training college ; or else obtain the junior certificate and then spend four years at a training college. Many of the best teachers had qualified in the second way ; they were, for instance, the sons or daughters of peasants who were unable to extend their secondary schooling. Means must therefore be found of enabling people of this category to obtain their higher certificate before entering the planned teachers' college of the new type; there was a scholarship system for that purpose.

The question of experimenting in teaching methods raised the whole matter of the educational reform which was being carried out. There were currently two parallel school systems : the old system with four to six

years' schooling prior to the secondary school ; and the new system, being introduced as a result of the reform, and comprising a single school course lasting nine years, composed of three 3-year cycles. The latter system was being applied experimentally in certain districts. In addition, experiments were being made with new teaching methods, under the supervision of the Board of Education.

The fact that women responsible for the education of children aged 7 to 9 were only required to possess the junior certificate was due mainly to tradition and to the salary position ; however, the associations of women primary school teachers were trying to get their members placed on an equal footing with other teachers.

Report from Portugal

Miss Leite da Costa *(Portugal)* commented on the report on educational progress in 1952-1953 and replied to questions from Messrs. Defond *(France)* and Hohenwart *(Austria)*.

Primary schooling in Portugal was free of charge, with the result that the majority of children attended State schools. There were, however, a large number of private schools, both primary and secondary, which were controlled by the State but not State-subsidised. Children attending private schools were obliged to pass examinations in the State schools.

Report from the Netherlands

Mr. Wesselings *(Netherlands)* commented on the report on educational progress in 1952-1953, and replied to a question from Mr. Hohenwart *(Austria)*.

Pupils leaving primary schools at the age of 12 or 13 years passed on to an upper primary school with a 2-year course, an intermediary school with a 4-year course, a secondary school with a 5-year course or girls' secondary or vocational school, or a " gymnasium " with a 6-year course. The choice is made by the pupils themselves or by their parents.

The Chairman announced that Wednesday morning's meeting would be spent on continuing the general debate on item I of the Conference agenda : primary teacher training.

(The meeting rose at 7.15 p.m.)

FIFTH MEETING

Wednesday, 8th July, at 9.30 a.m.

Chairman: Mr. Giovanni CALÓ

PRIMARY TEACHER TRAINING
GENERAL DISCUSSION (CONT.)

The CHAIRMAN announced that the general discussion on the training of primary teachers would be resumed, and gave the floor to the delegate of India.

Mr. D'ROZARIO *(India)* said that the problems raised in his country were primarily of a practical nature. The aim was, in fact, to make primary education available to all children, but at the present time 60% of those who were of school age 6-11 years, did not attend school. It was therefore necessary to train the required number of teachers as quickly as possible. For that reason short-term courses for persons already possessing some pedagogic experience had been organised in addition to the regular teacher training courses. Whilst recognising the importance of questions such as maturity, mental health, and the psychological training of teachers, India was faced by the urgent necessity of training the greatest possible number of teachers. Consequently the country could not wait to train teachers to the university degree level. The aim at present was to have matriculate teachers for the primary level. He would therefore be grateful if delegates would bear this problem of India in mind when making their recommendations.

Mr. AKRAWI *(Unesco)* drew the delegates' attention to the fact that the Unesco documents which had been circulated bore the word " proof " and were not to be regarded as final. There were two documents : a study on the education of teachers in England, France and the United States of America ; and a study of rural school teachers in Brazil, the Gold Coast, India and Mexico.

He pointed out that the present Conference was universal in character, since 52 States were represented. It would have to deal with immense and very varied problems. Of these, he spoke first of the problem of the standard of training required of teachers ; some countries required them to have a university training, whilst others were forced to accept training at secondary school level only.

The second problem was one of quantity. Many countries, which had not yet established free and compulsory schooling, had to train a

large number of teachers in the shortest possible time. They were thus forced to be content with teachers who had only had a brief training.

The quantitative problem arose also, although in a different form, in some European countries and in the United States of America, where it was equally necessary to train large numbers of teachers in order to meet the situation which existed as a result of the increase in the birth rate and the extension of compulsory education. In both cases, planning was essential in order to meet the shortage of teachers.

The third problem was that of the standard of teacher training. In the under-developed countries this problem was as much an economic one as an educational one, since the financial means for giving a complete training were lacking. Moreover, the number of pupils leaving the secondary schools was not sufficient to meet immediate needs.

The fourth point was the problem of education in rural areas. In Europe, the differences between town and country were less marked than in certain countries of Asia, Africa and America, where the standard of living of the rural population was much lower than the standard in the towns. The aim must therefore be to train teachers who were acquainted with the economic and social conditions of the rural population and capable of working to improve them. Some countries such as Mexico, India and the Gold Coast had made interesting experiments in that field. Several countries were reluctant to set up two types of training institutions, one for urban teachers, the other for rural teachers. The main ground for hesitation was in some cases the desire to ensure unity and uniformity of training. In other countries, still in the experimental stage, both methods were being tried out.

The fifth problem was that of the relation between the training of teachers and the training of personnel for fundamental education. Adult education was doubly necessary in the underdeveloped countries ; and that led to a tendency at the present time to require much more of teachers than formerly. They were expected to have views on social questions, to be able to help the community to solve its problems and at the same time to be able to develop the whole personality of children. That, he thought, was the essence of the problem.

Mr. PUTONG *(Philippines)* pointed out that, in view of the great differences existing between one country and another, it was not advisable to seek a uniform solution, but rather to look for a common basic principle such as the following : all children in all countries have the right to the best teachers it is possible to find. Taking this principle as a basis it then followed that the standard of teacher training should be as high as possible. In the Philippines only pupils possessing a secondary school diploma were admitted as candidates to the training colleges. Since there was no lack of teachers in the country, it was not necessary to have recourse to pupils leaving primary school. Conditions of admission were as follows : 1) candidates must be amongst the best 25% of pupils in their class ; 2) they must, in view of their future task, be in good health, in a good state of mental health, and possess a personality which would enable them to command the respect of their pupils as well as their confidence and esteem ; finally it was desirable that they should be able to express themselves well, since that was the most useful means of teaching effec-

tively ; 3) candidates were also required to pass a general knowledge examination ; 4) curricula were functional, emphasis being laid on cultural training. During the school year under review cultural training occupied 52% and professional training 48% of the curricula, but it was sought to establish a level of 60 and 40% respectively. The importance which should be attached in the curricula to both psychology and sociology was also recognized. It was because of the present day desire that the influence of the school should extent beyond the classroom and its immediate precincts that the study of sociology was so necessary. Two methods of practical training were used in the Philippines ; on the one hand there were periods of practical work in the school attached to the training college and on the other hand periods spent in regular schools.

Mr. HAN *(World Health Organization)* welcomed the opportunity afforded him to express the desire of W.H.O. to collaborate closely with the Conference on all matters dealing with school health services. He emphasized the importance of educating teachers in health matters so that they could on the one hand give their pupils the elements of basic hygiene, and on the other hand collaborate with the school health authorities. He drew the attention of the delegates to the report prepared for them by the World Health Organization, and to the report of the Expert Committee on School Health Services.

Mr. CHANDAVIMOL *(Thailand)* said that in his country teacher training encountered three main difficulties. (1) It was difficult to recruit teaching staff for training colleges ; such personnel had a more difficult task than other teachers since most training colleges were boarding establishments. At the university 85% of students preparing to teach in training colleges were women. (2) The Government was not supported by the public in its efforts to develop the training colleges, even though public opinion was favourably disposed to the opening of new infant, primary, vocational and other schools. (3) Newly certificated teachers were reluctant to go and teach in schools very remote from the large towns.

Mr. MEHRAN *(Persia)* said that his country was also faced with the problem of training large numbers of teachers in order to generalise compulsory schooling. Some thirty normal schools had been established and measures had been taken to help students to enter them : free accommodation, scholarships etc. ; but these schools were still only training one-third of the number of teachers required. Every year, therefore, about 2,000 teachers had to be recruited from amongst the pupils who had just left the secondary schools and who had of course no training for teaching at all. The problem of improving their special qualifications whilst engaged in teaching was therefore important. Teaching on the theory and practice of agriculture and rural hygiene had been introduced into the curriculum of rural schools, a move which had resulted in making parents much more interested in the schools. Special training colleges preparing teachers to teach these subjects had accordingly been set up, but schools such as these needed both equipment and land which were sometimes difficult to obtain. In addition, it was not always easy to induce qualified teachers

to work in villages, or to find them reasonable lodgings when they did. Finally, the problem of organizing schools and training teachers for the nomad tribes, which constituted a large proportion of the population, had not yet been solved ; special training colleges had been set up to train such teachers, and attempts had been made to recruit them from amongst the children of the nomads themselves, but generally speaking the results obtained were still unsatisfactory.

Mr. PIAGET *(International Bureau of Education)* wished to mention a few branches of psychology which were of special importance as part of teacher training : differential psychology, general psychology, and genetic psychology. The first of these dealt with the individual differences, revealed by aptitude tests, knowledge and intelligence tests, and emotional reaction tests. A knowledge of these tests and ability to apply them help in the solution of individual difficulties, but it would be wrong to assume, as is all too frequently done, that psychology is nothing more than that. General psychology concerns everyone without exception, and affects the whole of teaching. It covers basic problems upon which future teachers should be most carefully informed : interest, whose importance had been pointed out by Dewey, Decroly and Claparède, and which was not a simple mechanism ; social psychology, which covered all the problems relating to the teacher's authority and collaboration between pupils ; emotional problems (in the sense given to this expression by Freud and Adler) which played a fundamental role in school life and even in intellectual work (mathematics, for example) ; problems concerned with apprenticeship, such as the nature of intellectual action, etc. Finally, the most important part of psychology, insofar as educators were concerned, related to development (genetic psychology). Three factors played an essential role therein : the inner maturing of the nervous system, exercise, and the environment. Contrary to the concept upon which traditional education was based, and according to which children possessed at the outset certain innate faculties which must be used and expanded, development was a lengthy process and required an active approach to teaching. New teaching methods, based on activity, applied the discoveries of psychology. Research had been carried out at the Geneva Institute of Educational Sciences on the development of certain notions in the child (numbers, chance, etc.). Each future teacher should undertake at least one piece of research work of this kind ; by studying the development of a notion he would come to understand the real mechanism of mental development much better than by studying theoretical reports.

The CHAIRMAN pointed out that there were still eleven delegates who wished to speak during the general discussion. If no other delegates requested to do so, he would consider the list as being closed. He once more recommended speakers to limit themselves to specific suggestions with the final recommendation in view.

Mr. PETRITIS *(Greece)* stated that in Greece teachers were trained in educational academies which were higher educational institutions to which students aged 18 years and possessing a " matriculation " certificate, were admitted. The course of study lasted two years. Personally he did

not agree with the request of certain teachers' associations which recommended university training for primary teachers. Not only were there insufficient universities to train the necessary number of primary teachers (in Greece there were two universities as against fourteen educational academies); but the adoption of this recommendation would involve an increase in the length of pedagogical studies. Only mediocre students in other subjects would enrol in educational faculties so long as the salaries of teachers were lower than those of other liberal professions. The second point concerned the mission of the teacher. It was very important that during their professional training students should be imbued with a sense of duty, and even of sacrifice, which was not possible in the universities. While admitting that normal schools could give good results, he preferred the system of educational academies since these demanded of their students the same grounding in general culture as that of other faculties. There was therefore no feeling of inferiority among the students, and once they had become teachers they could hold their own with those who, like themselves, formed the spiritual elite of their country.

University studies could be reserved for an elite of primary teachers chosen competitively from those already in service with a good teaching record. Leave of absence with pay would enable such teachers to follow a two-year course of advanced studies. This system had been found satisfactory in Greece for some time past.

He was opposed to the co-existence of two different types of training, one for urban and the other for rural teachers, in the interests of national unity.

He admitted that the possession of a secondary school certificate, recognised moral qualities, good health, and success in the entrance examination bearing on general culture and special aptitudes, were sufficient guarantees. Finally, he was opposed to the use of psychological tests for would-be teachers.

He did not think there should be any recruiting problem. If the status of teachers were raised, sufficient candidates would be found.

Mr. Borel *(Switzerland)* pointed out that the replies which had been received from the various Ministries of Education and published both in the booklet entitled " Primary Teacher Training ", reporting the study carried out by the International Bureau of Education, and in a Unesco pamphlet on the training of teachers for rural schools, referred only to female teachers in connection with subjects particularly concerning women, such as needlework, domestic science and household care. Thus the difference between the sexes was based on the subjects taught. He wondered whether a distinction of another kind should not also be made, a distinction based on difference of aptitudes, emotional requirements, character, and general behaviour. There were considerable differences due to psychic make-up, physiology and psychology; and these differences between the training of men and women teachers should figure in the recommendations the Conference would be asked to draw up. In many countries, in fact, there were more women teachers than men.

Miss Leite da Costa *(Portugal)* felt that emphasis should be laid above all on a sound psychological training. The general pedagogical

preparation, and in particular the didactic preparation should be based on thorough knowledge of the evolutionary psychology of the child and the adolescent, and should be illustrated by study of the social educational problems of mal-adjusted children. In the first place the teacher should learn to know children, and above all to try to understand the behaviour of each one and the reasons for unsatisfactory results. It was not a question of a laboratory psychology, limited to tests and their technique, but of a living and active psychology. A broad social training should be added to the pedagogical preparation.

Efforts should therefore be made to secure the adoption by the various countries of the recommendation voted by the VIth International Conference on Public Education in 1937, the principles of which should be supplemented by present day knowledge of the psychology of children and adolescents.

Mr. IMDAD HUSAIN *(Pakistan)* felt that insufficient attention had been paid to one point—the disparity in conditions and means in different parts of the world. Mr. Akrawi had already raised this point and it was only by taking this difference as a basic consideration that the Conference would show its truly international character. In Pakistan, training colleges were far from being able to train a sufficient number of teachers to meet present needs. On the other hand, reference had frequently been made to pedagogical and psychological training—useful subjects indeed, but subjects which in the type of school such as he was about to describe would only cause confusion. In Pakistan there were schools which had no modern conveniences of any sort, and which were often mere huts with sometimes a small courtyard, whose only teaching material consisted of a blackboard. The teacher of such a school had received no professional training. At the most he had received primary education. He was very poorly paid since, in Eastern Bengal, for example, he obtained 25 to 30 rupees a month. That was probably the lowest salary paid in the world to teachers. Many efforts had been made in Pakistan to improve this situation but economic conditions were such that, even since the country had acquired independence, it had been impossible to obtain positive results. There were also some schools in Pakistan where the primary teacher was also the postmaster and the scribe for his village. There were very few textbooks for the primary teacher, no travelling libraries, no canteens. Children often had to go several kilometres to school. Lack of funds made it impossible to provide a sufficient number of teachers and the indispensable material required. The assistance given by Unesco did not suffice. His country possessed neither money nor experts nor the necessary staff. That was why the Conference must consider the situation as it existed in the under-developed regions.

Mr. de TELEPNEF *(Honduras)* remarked that there had been talk during the Conference of the psychology of the child, of the psychology of the teacher and the psychology of parents. He was afraid that a triangle might be set up, with the father's authority over the child being opposed by the teacher's authority ; and he ventured to mention that an important inquiry on the subject had been made by one of the French delegates to the Conference.

Mr. ARMSTRONG *(United States of America)* endorsed the wishes expressed that the standard of knowledge and skill of teachers and of their training be raised.

He drew attention to the five following points :

(a) Teachers must be regarded both as human beings and as teachers. It must not be forgotten that women teachers may want to marry and leave their profession. Also young male teachers ought not to be required to remain in the profession for ever. He hoped that this side of the question would be borne in mind when drawing up the recommendations.

(b) The curriculum of teacher training establishments had repercussions on the curriculum of primary and secondary schools. The excessive difference between the teaching given in primary and secondary schools was due to the difference in training received by teachers of the two types.

(c) The recommendations to be drawn up by the Conference could have a great influence in all countries, without exception. It was generally thought that teachers in the United States of America were trained in training colleges. In reality, less than one quarter of the total number of teachers came from such organizations, the remainder receiving their training in universities and university colleges. The situation must therefore be examined before proceeding to set up training colleges for the training of primary school teachers. It would in his opinion be better if both primary and secondary school teachers were trained at the same nstitution.

(d) Instead of having two different categories of teachers, it would be better to have one profession with primary and secondary school teachers being trained together. Having received the same training, teachers could then easily be transferred from one type of school to another as the need arose.

(e) A serious problem in the United States of America was the plethora of secondary school teachers and the lack of primary school teachers. The public, knowing very little of the difference in the training received by these two types of teachers, was surprised at the discrepancy.

The CHAIRMAN proposed that the meeting proceed to elect the two committees to prepare the two recommendations on items I and II of the agenda.

He suggested that the committee to deal with teacher training should be composed of Messrs. Eckert *(German Federal Republic)*, Defond *(France)*, Husain *(Pakistan)*, Diemer *(United States of America)*, and Nel *(Union of South Africa)* and Mrs. Antipoff *(Brazil)*, with the rapporteur, Mr. Dottrens *(Switzerland)*, as chairman.

He proposed that the committee on the status of primary teachers be composed of Messrs. Filteau *(Canada)*, Canto *(Spain)*, Coulon *(Belgium)*, Rafferty *(Ireland)*, Putong *(Philippines)* and Wesselings *(Netherlands)*, with the rapporteur, Mr. Wilson *(United Kingdom)*, as chairman.

(These two proposals were adopted.)

(The meeting rose at 12.50 p.m.)

SIXTH MEETING

Wednesday, 8th July, at 3 p.m.

Chairman: Mr. GALAL

The CHAIRMAN announced that discussion of the reports on educational progress in 1952-1953 would be continued. He asked if the Conference would agree that each national report should be presented by one delegate only, who would reply to the questions as a whole, it being understood, however, that he could nominate a member of his delegation to reply privately to any question raised on any particular point.

(This suggestion was adopted.)

REPORT FROM PAKISTAN

Mr. HUSAIN *(Pakistan)* commented on the report on educational progress in his country, and replied to questions from Messrs. LÖFFLER *(German Federal Republic)* and PUTONG *(Philippines)*.

The Central Ministry of Education merely acted in an advisory and coordinating capacity, since the provincial governments were autonomous as regards education. The Central Government had, however, assisted the provinces by participating in the plan for improving social and health conditions, which extended to the schools as well.

The linguistic problem arose also in Pakistan which, as was generally known, was divided into two regions lying fairly far apart. Urdu was spoken in the western part of the country, Bengali in the eastern part. Although no decision on the choice of national language had yet been taken, there was a tendency to prefer Urdu ; but the population of eastern Pakistan wished to have Bengali accepted as a second national language. English was still used in higher education, and it was desirable that this tradition should be maintained in view of the advantages of English as a language for international intercourse.

Mr. GAL *(France)* congratulated the Pakistani delegate on the work done in his country and on the frank way in which he had spoken of the difficulties in the way of educational progress. Delegates of the more favoured countries should seek to understand those difficulties and should ask themselves how they could help to overcome them.

Report from Austria

Mr. Hohenwart *(Austria)* presented the report on educational progress in his country, and replied to questions from Messrs. Kuo Yu-Shou *(China)*, Löffler *(German Federal Republic)*, and Gal *(France)*, and Miss Leite da Costa *(Portugal)*.

The teaching of regional geography *(Heimatkunde)*, that was to say the teaching of national geography in a broad sense, with all the auxiliary studies resulting therefrom, was always included in the curricula of Austrian schools.

The courses of the higher commercial schools ended with an examination at a level equivalent to that of the " matriculation " certificate and gave successful candidates the right of access to a limited number of higher educational establishments such as the *Hochschule für Welthandel* (Institute of Commerce) and the *Hochschule für Bodenkultur*. A supplementary examination was necessary for other careers.

Centres for psychological advice were not organized identically in all provinces. However their development was continuing and, in certain federal districts, they were directly attached to the school boards ; in others they were independent.

The " Encyclopedia for Juniors " was a German language publication prepared jointly by Germany, Switzerland and Austria. Outdoor training in the country existing in Austria since 1945 was based on the system existing formerly in Germany.

With regard to the use of tests, he explained that this was related to tests which had been carried out in a slightly different manner in different localities. In general, certain specific questions were put to children in the same classes of different schools. The results were then exchanged between the schools, a system which enabled an absolutely objective evaluation to be made.

The use of activity methods has given rise to criticism by a certain number of people, probably because of some mistakes made in the application of these methods. The school authorities had endeavoured to introduce more elasticity in the application of these methods so as to guarantee full efficiency with regard to instruction.

Report from the Philippines

Mr. Putong *(Philippines)* commented on the report on educational progress in his country and replied to questions from Mr. Kuo Yu-Shou *(China)* and Miss Maloney *(United States of America)*.

The schools have become community-centred and have helped greatly in accelerating progress in their respective communities, particularly in the matter of health, literacy, general culture, and economic self-sufficiency. This improvement was brought about by the people themselves through the stimulation and leadership of the teachers.

Fundamental and adult education continued to stress literacy work, citizenship, and vocational training. Short evening courses were offered in such fields as homemaking, furniture making, carpentry, mechanics, and the like.

Girls enjoyed the same opportunities for education as boys. In the agricultural and trade schools there was a preponderance of boys because of the nature of the work, but in such professional courses as pharmacy, nursing, and teaching the women predominated. Even the fields of law, medicine, and engineering, which used to be reserved for men, had been invaded by some women.

A certain number of the recommendations made by the Unesco educational mission had been put into practice. School administration had been partly decentralized ; in particular, teachers were now appointed by the provincial authorities. As a result of the recommendation of the XIVth International Conference on Public Education, regarding compulsory education and its prolongation, the seventh year, which had been abolished, had now been restored.

On the other hand, there had been little improvement in the situation with regard to school buildings. In an attempt to remedy the present situation, the same classroom was used in the city of Manila by three sets of pupils, one in the morning, one in the afternoon, and one in the evening. The problem created by the lack of school buildings would only be solved by application of a long-term programme.

The number of private secondary schools was roughly the same as the number of official secondary schools. At the university level (colleges), however, the proportion of private establishments was much higher.

As regards women's education, the education act of June 1953 made schooling compulsory for girls as well as for boys. That law would come into force next year.

Report from Japan

Mr. Konishi *(Japan)* commented on the report on educational progress in his country, and Mr. Hoshi replied to questions from Messrs. Kuo Yu-Shou *(China)* and Defond *(France)*, Miss Maloney *(United States of America)*, and Mr. Löffler *(German Federal Republic)*.

The Japanese government was continuing to follow the recommendations of the United States Mission sent to Japan to reform the school system. It also attached special importance to the need for developing the individuality of pupils.

The introduction of the new school system and the adoption of new educational principles had of course met with a certain amount of opposition ; but the government and the majority of the public were pleased with the results obtained and determined to continue with that policy.

The constitution stipulated that primary education should be free of charge ; and the pupils bore only secondary expenses, such as the cost of food, for example.

Plans for modern schools were drawn up by the local authorities and were in no sense compulsory.

During the first stage of secondary schooling, not all subjects were compulsory ; some were left to the choice of the pupils. The upper stage of secondary schooling was designed not only to prepare pupils for the university but also to prepare them to take up teaching in the higher schools.

Report from Persia

Mr. Mehran *(Persia)* commented on the report on educational progress in his country, and replied to questions from Messrs. Armstrong *(United States of America)*, Rafferty *(Ireland)*, and Cros *(France)*, and Mrs. Antipoff *(Brazil)*.

Since the entry into force, ten years ago, of a law making primary education compulsory in Persia, the Ministry of Public Education had, insofar as possible, established new schools in the towns and villages. Unfortunately in spite of all the efforts made up to the present day only fifty per cent of the children of school age were able to attend school. Some villages possessed no school and the distance between villages was sometimes so great that they could not go to school in a neighbouring district.

It had been decided to establish special schools to train teachers for the nomad tribes, since it was very difficult for teachers from towns to adapt themselves to the special conditions of these tribes. An attempt was therefore being made to recruit the necessary teachers from amongst the nomad population. Unfortunately the results achieved were not very satisfactory, since nomad children were attracted towards the towns and did not show much enthusiasm for this task.

Family allowances had been granted to officials of the various administrations with the exception of teachers, but it had at last been possible to obtain the credits necessary to grant family allowances to this latter category of officials.

An endeavour had been made to include a knowledge of agriculture and rural hygiene in the curricula of rural schools. However, it was difficult to obtain the agricultural land and specialized teachers necessary for such teaching,. Pupils followed the general curriculum of primary education for four years and, at about the age of eleven, were taught the basic elements of agriculture and rural hygiene. Land owners and parents were very satisfied with this system. Since there was no post-school education in Persia, these schools were reserved solely for primary school pupils. Up to the present time six special agricultural normal schools had been established.

Insofar as crafts training in schools was concerned, a certain number of schools possessed workshops in which pupils learnt local arts : the weaving of carpets, cloth, etc.

The Chairman announced that Thursday morning would be devoted to concluding the discussion on the training of primary teachers, and the afternoon to the presentation of reports on educational progress.

(The meeting rose at 6.35 p.m.)

SEVENTH MEETING

Thursday, 9th July, at 9.30 a.m.

Chairmen: Messrs. Giovanni Caló and B. O. Filteau

Primary Teacher Training
General Discussion (cont.)

The Chairman announced that the general discussion on item I of the agenda, the training of primary school teachers, would be resumed.

Mr. Hombourger *(Joint Committee of International Teachers' Federations)* emphasized that the presence of an observer from the Joint Committee at this Conference marked a new stage in the fruitful collaboration which had been built up over the past five years between Unesco and the International Bureau of Education on the one hand, and the international organizations of educators which, as Secretary-General of the Joint Committee, he had the honour to represent. The latter body had been granted consultative status by Unesco, and was responsible for ensuring effective collaboration between Unesco and the international professional and trade union federations in the field of education. The International Federation of Teachers' Associations (I.F.T.A.) and the International Federation of Secondary Teachers (F.I.P.E.S.O.), grouping more than 700,000 teachers of some thirty countries, had, during a congress held in Stockholm in 1949, studied one of the problems now on the agenda of the Conference, namely the professional (or pedagogical) training of teachers. Their conclusions were summarized in a resolution, the text of which had been distributed. In addition, the Joint Committee of International Teachers' Federations had submitted the Teachers' Charter, adopted by the International Federation of Teachers' Associations in 1948, to its other constituent international organizations for study. This Charter outlined the rights and duties of teachers both as educators and as citizens. Both of these documents were submitted for the attention of delegates.

Miss Cavalier *(France)* said that the importance of the teacher in society was no longer open to question. The teacher's work might take various forms but the fact remained that he always had to act as leader in all cultural, social and even economic activities of village life. This important point ought not to be overlooked in drawing up the recommendations addressed to the Ministries of Education. In this respect, special emphasis should be laid on two points: firstly, teachers must

keep in touch with current requirements, and acquaint themselves with modern techniques in all fields, and they must, for that purpose, be provided with fuller documentation and information, and must have both the opportunity and the leisure to take part in the cultural and social activities of the community. Secondly, since they were expected to develop independence of thought and a free and critical mentality, it was important that their training should be based on a wide cultural background and be free of any narrow prejudice. The social training of teachers involved the development of their civic conscience, and sense of responsibility, and the harmonious development of their personality ; and this was only possible subject to certain moral and material guarantees from society. Apart from the efforts of the public authorities, mention should be made of the measures taken by professional associations of teachers to give their members opportunity for improving their general culture and making themselves better fitted to carry out their work. On behalf of her fellow delegate, Mr. Defond, Miss Cavalier proceeded to give some details about the organization of primary normal schools in France. This organization was based on the principle of the centralization of administration giving unity to the system as a whole ; there were no fees ; and methods of recruitment (by competitive examination), curricula and diplomas were standardized. Within that uniform system, nevertheless, a good deal of flexibility with regard to actual working was allowed, and curricula were adapted to local requirements. In conclusion, she stated that the French delegation could not agree with the views stated on the previous day by the Swiss delegate, Mr. Borel, who envisaged different types of training for men and women teachers. In France, they had fought for equality of training, which was now embodied as a principle in the statutes of the teaching profession. The intellectual qualities of men and women were mutually complementary, and their collaboration in study and work produced the most fruitful results.

Mr. EGEMEN *(Turkey)* wished to present the views of the Turkish delegation. He and his colleagues felt that the framework of normal schools was insufficiently wide to prepare the teacher for the numerous tasks he would have to undertake. His professional training required greater care and deeper knowledge than the normal school was in a position to give. He referred to the statement made by the Director of the International Bureau of Education, Professor Piaget, that if pedagogy was an art in the same way as medicine, that art must be sustained by contributions from science. The teacher's function was a delicate one since his task was to train and develop the human mind. If one considered the importance of this task, one realized the necessity for giving him a higher and a university training. On the other hand the material and social status of teachers was affected by the fact that their training establishments were on a lower level than those in which other intellectual workers were trained. The Turkish Ministry of Education had taken steps to improve the professional training of teachers, and the education congress held in Ankara in February 1953 had passed important resolutions in this respect. These resolutions were included in the report on the educational progress in Turkey in the period 1952-1953. In conclusion he felt that the pedagogical training given in normal schools was often too theoretical, and did

not correspond to reality. The same was true of the psychological training of future teachers, which was scarcely calculated to make them grasp and understand child psychology, and to consider the child as a live human being capable of development. Finally he recalled the efforts made by his government with respect to the reform of pedagogical studies.

Miss DUPRAZ *(Holy See)*. The first point of item I of the detailed agenda concerned the problem of the types of establishments responsible for the training of primary teachers. Would it not be useful, in drawing up the recommendations, to bear in mind that the type of such establishments was susceptible to variation not only with respect to conditions of admission, length of study, etc., but also according to the wishes of the parents who would be entrusting their children to these future teachers? Paragraph 3 of article 26 of the Universal Declaration of Human Rights stated, in fact : " Parents have a prior right to choose the kind of education that shall be given to their children." Furthermore article 2 of the additional protocol of the European Convention for the protection of human rights and fundamental freedoms stated : " Nobody may be refused the right to education. In the exercise of its function in the field of education the State shall respect the rights of parents to ensure that such education conforms to their religious and philosophical convictions ".

It must not be forgotten also that increasing importance was being attached in modern psychology to the closest possible unity of action between educators operating in the various different fields. In order to achieve the unity which is essential for a fully satisfactory education, the two most important educational factors—family and school—must be in harmony. It was the duty of the State to ensure that its laws guarantee harmony between the educational authorities and the parents. To this effect, the State must maintain, sanction and assist private normal schools designed to train teachers who provide young people with a type of education corresponding to the philosophical and religious convictions of their families. The State must also provide material assistance compatible with the services rendered by these schools to the country. The Church, which was interested in all educational problems, lent its support to all sections of psychological research. The Holy See approved of teachers having access to knowledge of the fundamentals of psychological science, which would enable them to foster the harmonious psychological development and moral character of the children in their charge. That was why she wished to pay tribute to the work of Professor Piaget, which had thrown valuable light on child psychology. She had listened with great interest to all those speakers who had stressed the importance of adapting the training of teachers to the environment in which they were to work, so that they would be able to exercise an influence on this environment.

(Mr. B. O. Filteau took the chair.)

Mr. CALÓ *(Italy)* was in complete agreement with the Director of the International Bureau of Education, Mr. Piaget, regarding the importance of psychology in teacher training. In Italy, attempts to introduce psychology in teacher training study plans had long been thwarted by an " idealist " tendency either to disregard psychology altogether, or to consider

it unnecessary in pedagogy. Current curricula devoted only one hour per week to psychology, but the new curricula drawn up by the *Consulta didattica* gave the study of psychology an important place in the two final years, concentrating on practical teaching. He wished, nevertheless, to recall William James' warning to teachers not to turn schools into psychology laboratories. As regards the question of different types of training for urban and rural teachers, the policy pursued by Italy had varied from time to time ; at the moment there were no longer any rural normal schools. The supporters of a single uniform type of training asserted that teachers should be given a general cultural training enabling them to adapt themselves to different environments. This point of view was held also by the representatives of workers' trade unions who were afraid that a purely rural type of training might be detrimental to the future of the children. Nevertheless, there were certain weighty arguments in favour of differentiated training. On the one hand there were social arguments : teachers must be acquainted with the rural environment, in order to be able to exercise an influence thereon ; and there were pedagogical considerations : the teaching of children must be linked up with their immediate interests deriving from their environment, and teachers needed special training to give them the necessary background. Finally, rural teachers must be offered specially attractive conditions, or at least conditions comparable with those of urban teachers.

(Mr. Caló took the chair.)

The Status of Primary Teachers
General Discussion

The Chairman stated that the list of speakers for the general discussion on the first item of the Conference agenda : the training of primary teachers, was exhausted. The Conference would be asked to vote on draft recommendation No. 36, relative to that subject, as soon as the drafting committee appointed by the Conference had considered it in the light of the discussion.

He declared the general discussion open on the second item of the agenda : the status of primary teachers.

Mr. Wilson *(United Kingdom)*, rapporteur, commented on the report on the status of primary school teachers, which had been circulated.

The Chairman thanked the rapporteur for his excellent report, and opened the general discussion.

Mr. Bhatnagar *(India)* heartily endorsed Mr. Wilson's remarks. He recalled the high position the teacher in India occupied in old India. In these days when salary determined position the situation had changed. Although teachers are pleased to note the efforts which are being made on their behalf by the teachers' associations and this Conference, this alone would not do. The teachers should continue to love their profession

irrespective of their salaries. In his opinion men in the teaching profession cared more for honour and status in society than salary. This was only possible if teachers loved their work and continued to participate in all movements of public service in a selfless manner. They should also contribute to the extension of the bounds of knowledge without which they cannot retain their position in the eyes of the educated world. The teachers should take interest in starting newspapers which place emphasis upon matters of scientific research and education rather than on sensational news which are encouraged by the newspaper men. If they did so they might well win back people's regards for the profession.

The CHAIRMAN reminded those present that the drafting committee set up to prepare draft recommendation No. 36 concerning the training of primary teachers would meet at 3 o'clock. The afternoon meeting would be devoted to the presentation and discussion of the reports on educational progress in 1952-1953.

He invited the delegates to attend the opening of the new stands in the Permanent Exhibition of Public Education.

(The meeting rose at 12.15 p.m.)

INAUGURATION OF THE NEW ITALIAN STAND

Mr. GOZZER *(Italy)* commented on the new arrangement of the Italian stand; as in former years, part of the exhibit was devoted to the two subjects on the agenda of the Conference. The exhibit illustrated the continuity of the educational spirit and the critical spirit inherent in the cultural tradition of Italy. Several showcases this year depicted the Italian system of primary teacher training and the salaries of primary teachers, the efforts to make compulsory schooling general, and different aspects of school life, all being embellished by the work of pupils in vocational and art schools.

Mr. ROSSELLÓ *(International Bureau of Education)* thanked the Italian delegation, on behalf of the Director of the International Bureau of Education, for once again showing so convincingly that education and aesthetics could exist side by side and that even school statistics could be presented in an artistic manner.

INAUGURATION OF THE NEW SWISS STAND

Mr. BOREL *(Switzerland)* presented the Swiss stand of which the first part consisted of specimens of school pupils' work and a collection of school textbooks, while the second part sought exclusively to illustrate the two items on the Conference agenda: the training and the status of primary teachers.

The CHAIRMAN, on behalf of the Chairman of the Council and the Directors of the International Bureau of Education, thanked the Swiss delegation for having prepared this new arrangement of its stand which offered a synthesis, not always easy to make, of the cantonal particularities in educational matters, and especially with regard to the status of primary teachers.

INAUGURATION OF THE NEW FRENCH STAND

Mr. DEFOND *(France)* presented the French stand which, as in other years, had been completely renewed to illustrate the two items on the Conference agenda. The photographs, statistics and other documents depicted on the one hand the training of primary teachers and on the other hand their life and work.

Mr. CALÓ *(Italy)* in the name of the International Bureau of Education thanked the organizers of the French stand for the magnificent effort they had made to set up an entirely new exhibition, which was particularly instructive and arranged in such an attractive and lucid manner.

INAUGURATION OF THE NEW GERMAN FEDERAL REPUBLIC STAND

Mr. LÖFFLER *(German Federal Republic)* presented the complementary exhibition of the permanent German stand, which was intended to illustrate the training of men and women primary teachers. The panels depicted the artistic, theoretic, didactic and practical training of future teachers ; some of the showcases contained photographs and statistical documents, programmes of study and other works dealing with teacher training, and all were supplemented by specimens of the work of students and pupils.

Mr. CALÓ *(Italy)* in the name of the President of the Council and the Directors of the International Bureau of Education, congratulated the German delegation on this exhibition which bore witness to the enthusiasm with which Germany was reviving and reverting to its great educational traditions.

SENIOR BASIC TRAINING COLLEGE
BANIPUR.

EIGHTH MEETING

Thursday, 9th July, at 3 p.m.

Chairman: Mr. Giovanni CALÓ

The CHAIRMAN announced that the meeting would continue the presentation and discussion of the reports on educational progress in 1952-1953.

REPORT FROM NORWAY

Mr. SKJEMSTAD *(Norway)* commented on the report on educational progress in his country and replied to questions from Messrs. WILSON *(United Kingdom)*, LÖFFLER *(German Federal Republic)*, and CHANDAVIMOL *(Thailand)*.

There were no inspectors as such for secondary schools, but only for primary schools. These primary school inspectors were engaged by the local school councils and were assigned to a given region (town, village etc.). They were responsible for supervising education in general, giving frequent advice to the teachers, and for dealing with plans for the construction of school buildings. Nevertheless the inspection of secondary schools was not entirely non-existent. In Oslo there was a body attached to the Department of Education whose members were engaged in secondary schools. These members were to a certain degree responsible for inspecting these schools. Otherwise it was the task of the headmaster to supervise the teaching given in his school.

The administration of commercial schools had been transferred, for educational reasons, to the Ministry of Education and Religions. An effort had in fact been made to group also schools of physical culture and domestic science under the same administration. For educational reasons also application of the law on apprenticeship had become a responsibility of the Ministry of Education and Religions.

Vocational guidance was not yet so developed as perhaps in some other countries. There were, nevertheless, vocational guidance centres in different parts of the country which grouped specialists who gave lectures, held discussions with the pupils, and commented on films. In addition, a certain number of monographs describing different professions were at the disposal of students.

The " Oslo breakfast " was composed of milk, bread, butter, cheese and codliver oil. It was given free to all children in order to avoid any differentiation between pupils from well-to-do families and their less fortunate school fellows. The cost of this breakfast was paid by the municipality, in the form of taxes. No meal was provided at noon.

Report from Ireland

Mr. Rafferty *(Ireland)* commented on the report on educational progress in his country, and replied to questions from Mr. Coulon *(Belgium)*, Miss Bertie *(United Kingdom)*, Mr. Armstrong *(United States of America)*, Mrs. Bardenhewer *(German Federal Republic)* and Mr. Chandavimol *(Thailand)*.

The vocational schools were not industrial schools in the true sense of the word. Their curricula included, in addition to language classes (English and Irish), mathematics, geography, etc., courses on various manual skills (rural science, woodwork and metalwork, home crafts, etc.). Candidates for entry into these schools usually held the primary school certificate, which was obtained at the age of about 13 to 14 years. Pupils usually spent two years in the vocational schools after which they commenced work ; but they might if they wished take a four-year course in those schools. Persons interested in education and, in particular, parents of pupils had gradually come to realise the usefulness of these schools, which were predominantly practical in character.

There were preparatory courses of science taught in the secondary schools, designed as a preparation for the study of general science, which comprised botany, domestic science, and physics, chemistry or a combined physics-chemistry course.

For music, many school radio programmes were arranged. Music was taught in the schools, and radio orchestras sometimes went on tour giving concerts to schoolchildren. School pupils also participated in musical festivals which were generally held on Sunday ; these festivals which concentrate on popular folk music were very well attended.

In Irish schools, bilingualism was the rule. Irish was spoken in the western part of the country, and it was used in all primary schools as the teaching language in the first two classes of school. Beginning with the third class, teaching was usually in English, but lessons in the Irish language continued to be given. English was the current language in most of the country, but the study of Irish was compulsory in all schools.

" Recognized " secondary schools were those subsidized by the State. There were only three or four non-recognised secondary schools, as such schools and their teachers received no grants or salaries from the State. The teachers in recognized schools received the ordinary salary, etc., and holders of school leaving certificates from those schools were eligible for entrance to the universities.

Report from India

Mr. D'Rozario *(India)* presented the report on educational progress in his country, and replied to questions from Messrs. Moore *(Australia)*, Wilson *(United Kingdom)*, Kuo Yu-Shou *(China)*, and Löffler *(German Federal Republic)*.

The rural University of Sevagram was a university with a strong agricultural bias. It would have all necessary equipment in due course.

Hindi was to be the national language of the whole country, and it would take fifteen years to replace English. The mother tongue would be the medium of instruction at the primary stage, and in non-Hindi speaking areas Hindi would be taught as a second language. There was no opposition to the teaching of Hindi in non-Hindi speaking areas.

As regards the campaign for land distribution, this was being waged by a group of people who got land voluntarily from those who could spare it for distribution to those who were in need.

Basic education had a few very important principles. Firstly, the child must be the main consideration in the system ; secondly, play activity should be the method for imparting instruction ; and thirdly, the lessons must be coordinated with the local environment through local craft or crafts. In this way the cost of education would be reduced and the whole country would get free and compulsory education sooner.

Technical secondary schools were organised on the same plan as in the United Kingdom and they were parallel to the grammar schools. They did not provide apprenticeship training.

Report from France

Mr. Gal *(France)* commented on the report on educational progress in his country, and with the assistance of Princess Souvanna Phouma *(Laos)*, replied to questions from Messrs. Borel *(Switzerland)*, Mehran *(Persia)*, Hohenwart *(Austria)*, Coulon *(Belgium)*, Mahmoud *(Egypt)* and Löffler *(German Federal Republic)*, and Miss Nicholls *(United Kingdom)* and Mrs. Antipoff *(Brazil)*.

The use of films was optional. The schools in all the large towns had film-projection apparatus, and all schools throughout the country were able to use film-strips. There were about 30,000 film projectors in existence. The National Centre of Educational Documentation lent films to teachers on request. This method of teaching was much more suitable at the primary level ; at the secondary level it was less satisfactory and the question of the active use of films was being studied.

The use of television was only just beginning, and many criticisms had been directed against it. It was in fact a technique very difficult to employ. There were three half-hour programmes per week, the first for primary schools, the second for secondary schools, and the third devoted to technical teaching. At the time of speaking, school television could not be expected to replace school teachers—except in the case of correspondence courses. The use of television was used mainly for purposes of studying environment, and the human environment in particular. It was, for instance, a means of acquainting rural schools with life in the towns and factories, and of giving town children a glimpse of life in the country. It was also proposed to use television to illustrate courses on civics. In any case, its use at the moment was very limited, since very few schools were provided with television sets.

Primary supply teachers, during their first year, spent a certain number of training periods in normal schools and the practice schools

attached to them. It was not until the second year that they were called supply teachers, and even then they were still under the supervision of the normal school professors.

New teaching methods *(classes nouvelles)* followed, in the main, the traditional school curricula. Whilst the results obtained were uneven, it might be said that in the baccalaureate examination the results obtained by pupils taught in the new classes, were at least as good as those of the pupils of ordinary schools. Activity methods had proved very successful in the teaching of verbal expression, and the best essays submitted in the French composition competition were written by pupils attending the new classes.

The curricula for the sixth and fifth classes was the same in all secondary schools (technical schools, *lycées* or colleges, continuation schools). Pupils attending both types of course, short and long, should be in the same building but, for purely practical reasons, separation into secondary, technical and continuation schools still persisted. For this reason it had been decided to form councils, consisting of teachers from all the establishments in the same town.

The total sum awarded in scholarships for technical education was lower than that awarded for secondary education, for the simple reason that of the million pupils at secondary level, technical schools accounted for only about 100,000.

The " *propédeutique* " was a supplementary year's study between the end of the secondary school course and the beginning of the university course. At the end of the year, students took an examination covering a wider field than that of the specialised degrees.

A distinction must be made between the curricula of schools in the French Union and those of the schools of the associated States. In the latter, the teaching was in the native tongue and in French. In the French North African States, teaching was bilingual. It was equally shared by French and Mohammedan teachers coming within the same administrative framework and having the same status. The majority of schools accepted pupils without distinction of nationality, race or religion, but there were also exclusively Mohammedan schools. With regard to the study of history and literature, greater efforts were being made to adapt this instruction to the characteristics of the States.

In order to obtain a diploma as teacher of art, the student was required to hold four certificates, one of them in an auxiliary subject. This diploma was similar to those held by the other members of the teaching staff, but the art teacher was a specialist, and only taught this subject.

Children began to learn to read at six years of age, and this was even thought by some people to be too young.

The practice of keeping pupils who failed to obtain the necessary standard for a second year in the same form was continued, and too many pupils, unfortunately, still had to do so. In secondary schools, attempts had been made to organize special classes for those pupils to enable them to catch up in their studies.

The school inspectors supported the efforts of teachers in trying to persuade pupils to extend their school course, but no pressure could be brought to bear on them to do this.

Princess SOUVANNA PHOUMA *(Laos)* supplemented Mr. Gal's answers by a few facts about the countries of the French Union.

The question of teaching French did not arise for the moment in Laos where according to the constitution, French was used as an official language on the same footing as Laosese. At the primary level (children from 6 to 9 years), only Laosese was used ; the teaching of French began at the upper primary level (9 to 12 years), whilst the secondary schools had nine hours a week of French teaching. The curricula of secondary schools ran parallel to those of French schools because pupils had to be prepared for the *baccalaureate.*

History teaching was passing through an experimental stage, since the necessary textbooks on national history did not as yet exist.

Asiatic literature was so rich that it had of course to be included in school curricula ; but the pupils of secondary schools had also to make a thorough study of French literature—also extremely rich—for purposes of the *baccalaureate.*

The CHAIRMAN earnestly requested delegates to make their questions very brief. Friday morning's meeting would continue the general discussion on the status of primary teachers ; discussion of the reports on educational progress in various countries would be resumed in the afternoon.

(The meeting rose at 7.30 p.m.)

NINTH MEETING

Friday, 10th July, at 9.30 a.m.

Chairman: Mr. Giovanni CALÓ

THE STATUS OF PRIMARY TEACHERS
GENERAL DISCUSSION (CONT.)

The CHAIRMAN announced that the morning's meeting would be devoted to a continuation of the general discussion on item II of the Conference agenda: the status of primary teachers.

Mr. LÖFFLER *(German Federal Republic)* congratulated the rapporteur, Mr. Wilson, for the excellent synthesis of the problems raised by the question of the status of the teacher that he had prepared. He recalled that this problem was closely linked to that of the recruitment and training of teachers, and pointed out that recruitment was to a great extent dependent upon the prevailing economic position. In his country, it had been possible to make a few improvements in the salary scales of teachers, although the steps taken were far from adequate since, in Germany as elsewhere, "money controls education". He hoped that the draft recommendation to be prepared on this subject by the drafting committee would take account of the following suggestions: (1) that teachers of both sexes should be guaranteed stability of employment; (2) that the salary scales should be such as to enable teachers to maintain a standard of living commensurate with their responsibilities; (3) that there should be no differentiation in the salary scales paid to men and women teachers; (4) that promotion should be granted according to seniority and that appointments to a higher post should be made on the basis of ability and merit; (5) that rules governing retirement and pensions should be regulated by law; (6) that the family of the teacher concerned should be looked after and maintained through a system of insurance and, should the necessity arise, the granting of a pension at an earlier age.

Mr. WILSON *(United Kingdom)* asked whether the delegate of the German Federal Republic wished promotion to be based on seniority or on selection, or on both.

Mr. LÖFFLER *(German Federal Republic)* said that both factors should be taken into account.

Mr. Ponzo *(Italy)* referred to the close link between the two items on the Conference agenda, the training and the status of primary teachers, the solution of the second problem being dependent upon decisions reached regarding the first. Primary teachers could not lay claim to a good social position and high salary if their training was inadequate for the tasks awaiting them in modern society. The same phenomena was noticeable in the past for many other careers. Inadequate training of teachers was a cause of their inferior status, and this was true of countries where the number of teachers was insufficient and also of those where they were too numerous, as in the case of Italy. It was true that in the latter case they represented a potential value which was only waiting for the right moment to be transformed into real power. The status of teachers would be improved when they were given a university training or training at university level equal in length to that required of other professions which were perhaps less important. Modern life demanded that teachers should not merely confine themselves to the teaching of reading and writing. They must also be able to give their pupils guidance in their studies, to discover those with exceptional personalities, to develop the possible aptitudes of those lacking in sensorial or motor skill or with speech defects. They should also be able to tackle problems as varied as that of the re-education of children by recourse to the principles of physical and mental hygiene, and those raised by the education of adults, including the unemployed, the sick, the unlucky, prisoners, emigrants, and the isolated, etc.

Mr. Lukatela *(Yugoslavia)* said that item II on the agenda of the Conference was of particular interest to his country, where a study of the same subjects had just been made. It had been recognised that it was, in fact, extremely important to reach a satisfactory solution to the problem of the living conditions of teachers if the cultural level of the population was to be raised. He wished to draw the attention of the conference to a question of principle, mainly to what extent should the professional associations participate in drafting laws which affected their members. In Yugoslavia the special commission responsible for preparing new legislation relating to the teaching profession contained many representatives of that profession. Furthermore, the drafts it would be called upon to prepare would be circulated to all the professional associations concerned, and they would have the right to propose amendments before such drafts were submitted to the Federal Assembly. He also wished to inform the Conference of the experience of his country insofar as the training and status of village schoolteachers was concerned. In regions where agricultural techniques were still primitive and the standards of living were consequently very low, such teachers had to face an almost superhuman task. The difficulties they had to overcome were far more of an economic than of a pedagogical nature. Any improvement in the training of these teachers would be of but little effect if there was no corresponding improvement in economic conditions. In this respect the exchange of information and experiences between different countries, as well as international assistance to underdeveloped countries, could do much to help. He therefore hoped that this point would be taken into account in the recommendations to be adopted by the Conference.

Miss MALONEY *(United States of America)* wished to congratulate the rapporteur, Mr. Wilson, on his excellent report. She had been rather disappointed to note how few primary teachers of both sexes had been included on the various national delegations to the Conference. She felt that the problems of the classroom teachers were of a different nature to those of school administrators, and she was convinced that teachers themselves would have raised entirely different questions and problems to those the Conference would be called upon to consider. Much had been said about unity within the profession and the teacher's right to speak for himself and defend his own interests must be recognised. It was therefore as educators that delegates must approach the problems raised by the status of the teacher. She had been struck by one point in the general discussion, namely by the realization that the lack of primary teachers was general and represented a universal problem. There had been a time in her country when the number of primary teachers exceeded the number of vacant posts. That was no longer true today and recent statistics proved that two years after entering the profession 46 per cent of the primary teachers had left it for another occupation. Before trying to remedy that situation, it would be necessary to discover the reasons why young people were showing a growing tendency to leave the teaching profession. The first reason was the discrepancy between teachers' salaries and those paid in industry and commerce, despite the fact that teachers had a four-year university training. It was difficult to give precise figures for teachers' salaries in the United States, since they varied very much from state to state : the minimum was anything from 1,300 dollars to 3,000 dollars a year for beginning teachers. Very few communities paid the minimum salary ; most paid above the minimum. Maximum salaries in primary schools ranged from 2,700 dollars to 7,000 dollars a year. Another reason why teachers often left their profession was that their freedom of action was in many cases hampered by the pressure of the community, which interfered in the selection of curricula and of teaching methods. A third reason was that of security. In some states a teacher's appointment could be confirmed after a three-year probationary period, whilst in other states his appointment was never confirmed. To sum up, there were numerous ways in which the status of teachers could be improved, the most important being the following : (1) by establishing normal salary scales covering also retirement pensions schemes, health insurance, disability pensions, etc. ; (2) by providing conditions of work comparable with those of other professions, in particular as regards teaching equipment, which should be supplied to schools either by the government or by the local authorities ; (3) by guaranteeing security of employment ; and (4) by leaving the teacher free to choose his methods of teaching.

Miss CAVALIER *(France)* spoke of the problem of the freedom of teachers, the limitations on that freedom, and methods of guaranteeing it. In that connection, it must be remembered that, outside his profession, a teacher was also a private citizen, entitled to enjoy the rights proclaimed by the Universal Declaration of Human Rights and embodied in the constitution of his country. That meant in France, for example, that he had the right, outside school, to participate in any political or social activity, to join a trade union, and to practice any religion he chose.

In the carrying out of his duties, however, his freedom of expression must not affect the rights of the child. In France, the respect of the rights of the child was expressed in the idea of the public schools, which were, in principle, undenominational, i.e., neutral and unpredjudiced as regards both politics and religion. In the educational field, teachers were free within the limits of the general curricula fixed by ministerial regulations issued by the Higher Council of National Education. Teachers were completely free to choose their own teaching methods and textbooks. Supervision by primary school inspectors was purely educational and aimed at improving the professional standing of teachers and encouraging the spirit of research in educational matters. The recruitment of teachers was carried out on a Departmental basis, primary teachers being appointed by the Rector of the Academy, but the conditions of training and recruitment, the rules governing appointments, promotion, disciplinary action, retirement, and payment of pensions were uniform throughout France. Consultative bodies composed of elected representatives of the teaching profession operated side by side with the directorate and the centralized school administration services. A law of 19th October, 1946, dealing with the status of officials, instituted *commissions administratives paritaires* (administrative commissions with equal representation of employers and employees) for the study and regulation of all questions relative to the staff and to the *paritaire* technical committees functioning on the national and departmental level for the study and general working of the service. Much progress had been made insofar as administrative collaboration between the responsible authorities and representatives of the staff was concerned. The fact that the latter now possess the official right to participate in the organization and management of public concerns was due, to a great extent, to the efforts of the *Action syndicale universitaire*, which had taken steps to make this collaboration, which had in fact existed since 1925, into a legal requirement. The Higher Council of National Education in which there was teacher representation possessed a large degree of pedagogical authority, in common with the education councils, having responsibility for passing final judgment in disciplinary matters or cases of dispute. It was called upon to give its advice on all plans for educational reform : curricula, examinations, educational status of establishments and staff. The material status of public officials in general had been improved in 1948 by a reclassification of public offices and a revision of salaries. These measures had achieved their full effect in 1951. In the hierarchy of public officials, primary teachers would henceforth occupy the position to which their university certificates and their social role entitled them. For a very long time, the extremely inadequate level of the salary scales had been one of the main causes of the reduction in the number of male entrants to normal schools. Men and women primary teachers had received equal rates of pay since 1919. There was no difference between the salary paid to women primary school teachers and that paid to women teachers of infant classes and nursery schools, since the training and diplomas required were the same. The salary scales were determined by the Higher Council of Public Officials on which delegates of the various unions of officials were represented on an equal footing. The delegate of France then considered several other points relating to the status of primary teachers, namely regulations governing pensions,

guarantees accorded in disciplinary matters, social security regulations and the supplementary mutual aid effort. She concluded by summarising the main points of her remarks: the freedom that the teacher should enjoy at school within the limits imposed by respect for the rights of the child, participation of teachers in the organization and in the functioning of the education service, guarantees by the State or by collective action relative to stability of employment and material status, respect of the teacher as a human being.

Mr. PUTONG *(Philippines)* wished to draw the attention of the Conference to four important principles which he hoped would appear in the recommendations. (1) Every effort should be made to establish or maintain the dignity of the teaching profession, since this had suffered from the materialistic tendency to appraise people according to their income or their fortune. In the Philippines, a law had been approved declaring teachers as persons in authority and severely punishing any assault against them while engaged in the performance of their duties. On the other hand, it was clear that teachers must earn the respect they wished to claim for the teaching profession, and it would be well if teachers adhered to a code of ethics for their profession. (2) Teachers must be guaranteed stability of employment or even permanence, since no teacher could give of his best if he were under constant threat of insecurity. If possible, he should, after a probationary period, receive a permanent appointment and he should not be dismissed from the service except for really serious reasons. (3) Salary scales should be carefully drawn up. The starting salary should be high enough to attract young people into the profession. Subsequently, prospects and increments should be sufficiently good to induce teachers to stay in the profession. Allowances ought to be paid to cover differences of cost-of-living in the various regions, and to compensate teachers placed in charge of difficult classes or given special tasks. (4) Finally, equal training should entitle teachers to an equal salary, and there should be a single salary scale for both primary and secondary teaching, and for men and women alike. Teachers should be entitled to social security, and in particular, to retirement pensions.

Mr. HOHENWART *(Austria)* congratulated the rapporteur on the clarity of his work plan. He would explain a few of the main points of the legal and social status of Austrian teachers.

In his country, the legal status of primary teachers was regulated by the constitutional law of 21st April, 1948 *(Lehrerdienstrechts-Kompetenzgesetz)* relative to the competence of the Federal Republic and the provinces in matters pertaining to the status of school inspectors and members of the teaching profession engaged in public schools. By the terms of this act, primary teachers were considered as officials of the provinces. Appointments, transfers, and retirement regulations were made by the provincial authorities but the Federal Ministry of Education had the power of issuing decrees relative to the application of these laws. Another important function of the federal authorities concerned the salaries of primary teachers. These were charged to the federal budget, but there were certain stipulations to be taken into account, e.g., the federal government was responsible only for the salary of one teacher for every group of

thirty pupils in the junior primary schools and for one teacher for every group of twenty-four pupils in the senior primary schools ; the salaries of any teachers appointed in excess of this number must be met by the provincial authorities.

With regard to stability of employment, every teacher, with the exception of a few specialist teachers who were appointed on contract, was considered as an official from the beginning of his teaching career and his appointment was endorsed after four years' service. In some provinces there was also an additional guarantee, the " right to local stability " a privilege reserved for a limited number of experienced teachers assuring them against any arbitrary dismissal measures. There was no one trade union in Austria representing the teaching profession as a whole, but a number of organizations representing the various levels in the profession (primary, secondary, technical and higher), which formed working parties only when common questions had to be discussed. Freedom of opinion and association was guaranteed by the constitution. Generally speaking, teachers played an active part in the life of the community. Many of them were members of parliament, others were mayors of villages. Apart from their political activities, teachers also played an active role in the cultural and social activities of the country. On the whole, through the various aspects of their work, teachers had deserved the respect they enjoyed amongst the population.

Mr. Petritis *(Greece)* stressed the importance of the Teachers' Charter, copies of which had been circulated by the Joint Committee of International Teachers' Federations to all delegates, and he hoped that the drafting committee appointed to draw up the draft recommendation No. 37 would bear the contents of that Charter in mind. He also expressed the wish that members of the teaching profession would, through the intermediary of the competent organizations, be invited to participate in subsequent International Conferences on Public Education, not merely as observers but as regular and active members on the same footing as members of governmental delegations. The status of primary teachers was governed by three closely linked factors. Firstly, the material factor —salaries, pensions, holidays, etc. Secondly, the material and moral factor—the need for a liberal administrative status protecting teachers against arbitrary action and guaranteeing their personal dignity. Thirdly, the moral factor—the status of teachers in the social scale. It was the third factor which should engage the main attention of the Conference. In Greece, there was a biennial supplementary university studies course, which helped to train highly qualified personnel. But that personnel sought to take up either inspection work or qualified teaching posts. Teachers who had taken a university course expected to obtain recognition for their improved qualification and compensation for the expenses of their university training. It was there that the core of the problem lay : both society and even the authorities were accustomed to regard primary teachers as junior officials on the pretext that their training was on a lower level. In order to remedy the situation, primary teachers who had spent as many years at the university as their secondary school colleagues should be awarded a university diploma entitling them to reach the top of the scale of administrative officialdom. Further, primary teachers

holding university diplomas should be given special duties and wider responsibilities. There should be a recommendation to the effect that all universities should establish an independent faculty of pedagogy, with the right to institute a diploma in pedagogy.

The CHAIRMAN pointed out that the delegates of Sweden, Australia, Thailand, the United States of America, Belgium, Spain, the United Kingdom, Canada, Ireland, Laos, Egypt, and possibly Venezuela still remained on the list of people who wished to speak during the general discussion on the status of primary teachers. He proposed that the general discussion be declared closed after these speakers had been given the floor.

The afternoon meeting would be devoted to presentation and discussion of the reports on educational progress. He reminded the meeting that, in order to enable all countries to present their reports before the end of the Conference, ten minutes only would be allowed for presentation of the reports, five minutes for questions, and five minutes for replies. He therefore once more recommended delegates to be brief.

(The meeting rose at 12.45 p.m.)

TENTH MEETING

Friday, 10th July, at 3 p.m.

Chairmen: Messrs. B. O. FILTEAU and CALÓ

Mr. Filteau took the chair.

The CHAIRMAN seized the opportunity to thank those present for the honour they had conferred on him by naming him one of the four vice-chairmen of the Conference.

He then called upon the Danish delegate.

REPORT FROM DENMARK

Mrs. TORKILD-HANSEN *(Denmark)* commented on the report on educational progress in her country, and replied to questions from Messrs. ARMSTRONG *(United States of America)*, ZOECHLING *(Austria)*, WILSON *(United Kingdom)*, ALCAINE LLANES *(Cuba)*, LÖFFLER *(German Federal Republic)*, PETRITIS *(Greece)* and Mrs. ANTIPOFF *(Brazil)*.

The fact that the numbers attending the folk high schools were small was due purely to economic reasons. Working people, in particular, could not leave their work for that purpose, even when part of the costs were borne by the State.

Denmark had very few boarding schools, since that type of establishment was expensive for parents.

School psychologists were teachers who, in addition to their ordinary training, had attended courses in psychology and obtained a special diploma.

The position of rural schools was not as satisfactory as one would wish. There was a shortage of both buildings and teachers.

Teachers were able to refresh their knowledge of teaching methods by attending evening schools.

Experiments carried out in Denmark in setting up local educational authorities and decentralizing the administration of education had proved very successful.

REPORT FROM CHINA

Mr. KUO YU-SHOU *(China)* commented on the report on educational progress in his country and replied to questions from Mr. PUTONG *(Philippines)*.

Dr. YEN, the founder of the Mass Education Movement in China, worked for twenty years at Ting-Hsien, in the province of Hopei, where he instituted various experiments in the system of local governments. His work was interrupted by the Japanese occupation and he was forced to leave for Pepei, near Chungking, where he set up a college for rural reconstruction. This institution remained open until 1949. Since 1941 the Nationalist government had begun to enforce universal education or fundamental education which was given in people's schools. Children from 6 to 12 years of age were enrolled in the primary classes and persons from 15 to 45 years in the adult classes.

(Mr. Caló took the chair.)

REPORT FROM CUBA

Mrs. URQUIAGA *(Cuba)* commented on the report on educational progress in her country and replied to questions from Messrs. PONZO *(Italy)*, ZOECHLING *(Austria)* and LÖFFLER *(German Federal Republic)*.

The rural educational missions served two purposes at the same time, the first being of a technical and medical, and the second of a social nature. Since health and hygiene conditions amongst the rural population were far from satisfactory, the doctor who looked after the school children was also obliged to tend their parents. Very satisfactory results were obtained thanks to this system.

Further training courses for in-service teachers were financed by the government; they were held every year during the school holidays and practised activity methods. The directors of these courses were recruited from amongst the staff of universities, advanced technical schools, and other higher educational institutions.

There was no official rural normal school in Cuba, although there was a non-official establishment operating on a trial and experimental basis. Only pupils from a rural primary school who had received at least some more advanced education in a boarding school also situated in a rural area, were admitted to this experimental normal school. The results obtained to date were highly satisfactory. More than 1,200 students were registered and, with the help, amongst other things, of the recommendations adopted by the present Conference, it was hoped that it would soon be possible to make this rural normal school official.

REPORT FROM CANADA

Mr. FILTEAU *(Canada)* presented the report on educational progress in his country and replied to questions from Messrs. ZOECHLING *(Austria)* and BOREL *(Switzerland)*, Mrs. ANTIPOFF *(Brazil)*, and Messrs. PETRITIS *(Greece)* and LÖFFLER *(German Federal Republic)*.

The educational system of the Province of Quebec was special in that there were, parallel to the ordinary primary and secondary school,

the so-called " classical " schools, giving an 8-year course after the primary school course, and preparing pupils for the baccalaureate. To help pupils, wishing to switch over from one branch of study to another, to transfer to another school, a coordinating committee had been set up.

The trend towards centralization existing in several provinces was necessary because the number of educational committees whose powers were fairly wide had increased out of all proportion ; in some regions there was even one committee to every school. The process of coordination was continuing in all provinces, to the satisfaction of the general public.

Having found difficulty in meeting the costs of its schools the town of Montreal (Quebec) had been authorized by the government of the province, a few years previously, to levy a 1% tax for the purpose of meeting those costs, on all sales, with the exception of certain essential articles. That example had been followed by several towns in the same province.

The new inspection system which had been introduced in the province of Ontario was still at the experimental stage, and no information about results could be given at present.

Correspondence courses were designed mainly for children living too far away from any school, which happened not infrequently in the sparsely populated areas of Canada. For those children also there were travelling schools, installed in railway carriages specially equipped for the purpose, and making stops of two weeks or so in every place.

Thanks to a grant from the " Kellogg Plan ", seminars were organized to enable inspectors from all provinces to meet for discussion and elaboration of their methods of work. Work in that field was only just beginning.

In Prince Edward Island, the minimum course of study for the award of the certificate entitling students to university entrance was 12 years, instead of 11 as formerly.

Report from Italy

Mr. Gozzer *(Italy)* commented on the report on educational progress in his country, and replied to questions from Messrs. Zoechling *(Austria)*, Coulon *(Belgium)*, Mehran *(Persia)*, Putong *(Philippines)* and Rafferty *(Ireland)*.

Primary schools had made great progress in the past year in the field of art teaching, concentrating less on formal art teaching than on developing artistic expression.

The secondary school for vocational training was a kind of arts and crafts school with a three-years' course, established during the 1923 educational reform in order to provide a continuation of primary education. It still bore its original name, although it was now to be absorbed into the secondary educational system.

The school boards *(Patronati scolastici)* were bodies which existed in all communes or municipalities to deal with the problems of school assistance. They received grants from the authorities.

School broadcasting had its partisans as well as its adversaries. The solution which had now been adopted was a sort of compromise :

broadcasting did not seek to replace teaching and its role was rather more recreational.

Mobile libraries had been introduced experimentally for the first time this year in order to replace, in places which were too small or too isolated, the " library centres " which existed in larger localities. These mobile libraries were also equipped with film projectors, and the results so far obtained were so encouraging that an increase in the number of such mobile libraries was being considered.

Freedom had been re-established insofar as textbooks were concerned. Unfortunately, recently published works were all stereotyped and were not very satisfactory.

Classical studies still represented the basis of education in Italy. They occupied a predominant place in secondary schools and even in normal schools. The population remained very attached to this tradition of secondary education. The present tendency was to guide the intellectual elite towards classic studies whilst the majority of pupils were directed towards technical studies.

The CHAIRMAN, at the request of Mr. Gozzer, gave a few details about the relationship between drawing lessons and audio-visual teaching. In the first stage drawing constituted, for the child, a means for the free and spontaneous expression of his feelings; graphic means of audio-visual teaching were therefore different by their very nature and by their aim. However, once this first stage was passed, when drawing became for the child a means for the objective observation of reality, it could, whilst maintaining its value as a means of artistic expression, be related to audio-visual techniques.

The CHAIRMAN announced that the general discussion on item II of the agenda : the status of primary teachers, would be resumed the following morning.

(The meeting rose at 6.45 p.m.)

ELEVENTH MEETING

Saturday, 11th July, at 9.30 a.m.

Chairman: Mr. Giovanni CALÓ

THE STATUS OF PRIMARY TEACHERS
GENERAL DISCUSSION (CONT.)

The CHAIRMAN declared the meeting open and announced that it would be devoted to continuation of the general discussion on item II of the agenda : the status of primary teachers. In view of the large number of speakers remaining on his list, he asked delegates to be brief.

Miss BERTIE *(United Kingdom)*, speaking as a teacher and as a member of a teachers' organization, said that although good material conditions for the primary teacher were certainly necessary, this was not the only factor which should be considered. The primary teacher's place in society was equally important. The membership of the National Union of Teachers included 80% of the teaching profession from nursery school teachers to university professors. In addition to its purely professional activities, this organization had adopted a much wider aim and had devoted much time and money to questions directly related to work in the schools and relations with the children and adolescents. It had also organized, on local and county level further training courses for serving teachers which complemented the courses already instituted by the Ministry of Education. Such further training courses had also been organized on a national level and had become extremely popular. Reference should also be made to the work of the National Foundation for Educational Research. An effort was being made to establish unity not only within the profession but also in the relationship with the Ministry of Education and the local authorities. The role of inspectors was to a large extent consultative and their reports were made in the form of suggestions which were accepted in a spirit of co-operation. Relations with local school authorities were of a markedly cordial nature. Teachers were represented on most governing bodies and education committees. Unity between the administration and the school was thus respected. Teachers were glad to take an interest in children outside school hours and therefore organized school camps and travel abroad, sports meetings, music festivals, etc.

Some teachers were municipal councillors, and, since parliamentary salaries had been instituted, there were now twenty ex-teachers in the

British Parliament. The respect of the general public for the teaching profession had increased since the war, partly as a result of teachers' work in civil defence and in connection with the evacuation of children. Finally, teachers tried always to put into practice the principles of the Education Act of 1944.

Mrs. ANTIPOFF *(Brazil)* had been particularly struck by the two points raised by Mr. Wilson, rapporteur, regarding the improvement of teachers' status : the administrative measures taken to that effect ; and what Mr. Wilson had called " imponderable factors ". In Brazil, apart from the question of salaries, which were lower for teachers than in other professions, teachers enjoyed a privileged position both as regards the law and as regards the general conditions governing the profession. Nevertheless, the teaching profession despite its advantages (four hours teaching a day, five days a week) was not popular. That was due mainly to two circumstances : the ridiculously low salaries, in particular for rural school mistresses ; the absence of encouragement to mitigate the ardours of the profession. Most teachers in Brazil worked in rural areas of an immense country, where they were completely isolated from all intellectual contacts or support. In order to improve the situation, several measures had recently been taken. In the State of Minas, for example, a convention between the state and the municipalities had been drawn up : the state undertook to organize vacation courses for further training of in-service teachers, and to pay a bonus to teachers improving their qualifications. This method had led firstly to improving teachers' status and secondly to improving the standard of teaching in schools. The best students attending the vacation courses were sent to further four-month courses organised in the regional centres or to longer specialized courses in normal schools. In order to combat the feeling of inferiority among teachers working in depressingly isolated conditions, attempts were made to send inspectors to encourage them and give them advice. The aim was to make rural teachers feel that they were " leaders " in the field of fundamental education. That was not easy to do, since many rural teachers suffered not only from a sense of inferiority, but shunned responsibility (a fact brought out by an inquiry carried out with the Strong Test). Any improvement in the status of teachers thus demanded long-term cultural activities in which organization of teachers' associations should collaborate : regional conferences, meetings, seminars. Much could also be done to make teachers aware of these problems by making professional publications available at reduced prices, and by supplying their libraries with educational text books and other works, as well as film-strips.

Mr. BREVNER *(Sweden)* stated that the salaries of teachers, which thirty years ago, were rather modest, had been considerably improved, thanks largely to the efforts of the professional teachers' associations. The latter bodies were also making efforts to improve teacher training. Primary teachers had always shown a willingness to attend further training courses, even when there was no possibility of reimbursing their expenses. For their attendance at the holiday courses organized by the Board of Education they received an indemnity. Most teachers held permanent

posts and could not be dismissed except for serious breach of discipline. Last June the government and the teachers' associations had adopted a convention whereby teachers possessing a university diploma could attain a higher level in the official salary scale. Primary teachers were thus encouraged to obtain university qualifications so that they might be eligible for appointment to vacant posts in the lower secondary classes. It was hoped that some of them might even obtain the doctor's degree necessary to enable them to become lecturers or training college professors. It was in any case to be hoped that the distinctions between the various categories of teachers would be diminished.

Mr. BLAT *(Spain)* briefly outlined the principles governing the status of primary teachers in his country and said that a description of prevailing conditions was contained in the volume on Primary Teachers' Salaries published as a result of the inquiry carried out by the International Bureau of Education. He suggested the following principles to the Conference in the hope that the drafting committee might make use of them in considering the draft recommendation No. 37 :

1) Teachers were the main educational agents, operating in the name of the family and of society. Their work was endorsed by the State which was responsible for their training, appointment, and inspection. 2) In view of the importance of their work, teachers should receive salaries and occupy a status compatible with their contribution to the life of society. 3) Since one of the main problems of primary education was to ensure that teachers could always improve their qualifications, they should be provided with means of acquiring further scientific and pedagogical information particularly through the award of scholarships for universities, and short-term refresher courses. 4) Teachers must, at least once in ten years, be given extended vacations to allow them to familiarize themselves with environments other than their own. 5) Teachers should attain results considered by the educational authorities as normal, and their results should wherever possible be subject to impartial control. 6) The primary school inspectorate was responsible for the technical inspection of teachers' work ; but the right of the family to demand information on the progress of individual pupils was recognized.

Mr. MOORE *(Australia)* pointed out that whereas Australia practised nearly all of the more generous principles mentioned in Mr. Wilson's report, two proposals advocated by one or two speakers were not accepted by the Australian State Education Departments. These were equal pay for men and women and equal pay for primary and secondary teachers. The differentiation between the salaries of men and women teachers is connected with a fundamental aspect of Australian social policy—the basic wage, which is calculated for the needs of a man, his wife and two children. Every teacher's salary may be regarded as consisting of two portions—the basic wage and a margin for skill and experience. As the basic wage for a woman is less than that for a man there is a tendency for women's salaries to be lower than men's salaries. He added that, nevertheless, equal pay for men and women is the policy of the Australian Teachers' Federation. With regard to differentiation between primary and secondary teachers' salaries, he pointed out that, in general, secondary

teachers are university graduates who have spent four years becoming qualified compared with the two spent by primary teachers. As a general rule, the Education Departments prefer to recognize the higher qualifications of secondary teachers by paying them higher salaries. To do otherwise might discourage recruitment to the secondary school services.

Mr. CHANDAVIMOL *(Thailand)* said that, in his country, teachers held a privileged position. They received the same salaries and pensions as other government officials. Their salaries were in fact more satisfactory in the country than in the towns, since rural school teachers possessed a plot of land and often also a petrol pump which added appreciably to their income. Generally speaking, they were held in respect by the general public, who frequently appealed to them for advice. The position of rural school teachers was therefore better than that of high education officials. Despite that, most primary school teachers preferred to work in the town, where they had more opportunities for distraction, and smaller classes to teach. He thought that these different categories of teachers should be born in mind in recommendation No. 37, which the Conference would be asked to adopt. He drew the attention of delegates to the fact that in his country the salary scale was the same for primary teachers as for the headmasters of primary schools. As the standards and levels of a school depended to a great extent on its headmaster, he hoped that a resolution favouring headmasters would be adopted. He attached great importance to the role played by educational associations and particularly to their contribution towards raising the level of the profession, and he hoped that this would be borne in mind in drafting the recommendation. Finally, he expressed the hope that the International Bureau of Education might undertake an inquiry into the work of educational associations, so that all countries might be able to profit from experience gained in this field.

The CHAIRMAN reminded delegates of the small reception on the terrace to which he had the pleasure of inviting them and adjourned the meeting for that purpose.

Mr. DIEMER *(United States of America)* particularly wished to say a few words about the efforts being made to improve the status of teachers throughout their career and upon their retirement. Much progress had been made in the United States during the past few years towards making school administration more democratic ; teachers were now able to give their opinion regarding curricula and everything relating to school life. An example on a national level is the recently organized National Council for the Accreditation of Teacher Education in which classroom teachers have equal representation along with teacher training specialists, administrators and school board members. Salary scales had also been improved and were now based more and more on the degree of training and individual merits of the person concerned and improvements had been made with respect to pensions funds, sickness and disability payments, and travel and study scholarships. The solution to problems concerning the status of teachers should be sought more and more through collaboration between public authorities and representatives of the teaching profession. Further-

more, it was essential that professional associations should unite all their efforts to improve the level of their members' training and work and, consequently, their salary rates. Schooling was after all a matter which concerned all citizens and it was up to them to defend its interests. It was for that reason that associations grouping parents and teachers had been established more or less everywhere throughout the United States. Following the organisation of a national congress held three years ago, commissions whose aim was to improve schools and teaching conditions and to obtain the financial resources required, had been established in all parts of the country. The most important of the organizations is the National Education Association with 600,000 members. Affiliated with the national organization are state and local associations which enrol nearly all of the one million teachers in the U.S.A. It was important to establish uniformity throughout the teaching profession, both nationally and internationally. The present Conference could help to do so.

Mr. COULON *(Belgium)*, on behalf of Belgian teachers, thanked the International Bureau of Education for its work. He said that there was an omission in the Belgian monograph on State teachers. They numbered about 2,000, and they worked mainly in preparatory divisions of middle schools, etc. As regards the uniformity of the teaching profession, he said that Belgium was an old country, where different types of schools had grown up side by side. At the present time, an attempt was being made to re-group responsibilities and to unify teaching corresponding to horizontal levels of study. Thus all children aged 3 to 6 years (pre-school age) would be taught by Froebel teachers, children of 6 to 12 years (primary level) by primary teachers, children of 12 to 15 years (intermediate level) by approved teachers for junior secondary education *(régents)*, and children of 15 and over (secondary level) by university graduates. This system would permit a certain degree of uniformity to be introduced into the teaching profession, and salary scales to be simplified. He stated that Belgium was suffering from a surplus of would-be primary teachers, due to the fact that there were a large number of normal schools, free to accept as many students as they wished. As regards the freedom of teachers, a distinction must be made between the unambitious village teacher who enjoyed a very wide degree of freedom, and a teacher who was aiming to become a headteacher, for instance. It might happen that the latter would feel himself bound by the political opinions of his employers. In Belgium, more even than in France, the Napoleonic tradition still held sway, which meant that officials were expected to refrain from political activity. He paid a tribute to the Belgian teachers' spirit of service and the part they played in the community. It should be pointed out that it was the primary teachers especially who had built up Belgium's reputation abroad. It was at the primary school teacher's level that study of educational problems had begun, and the 1936 primary school study plan contained all the reforms which were later introduced at other levels of teaching.

Mr. FILTEAU *(Canada)* drew the attention of the Conference to an inquiry on the status of primary school teachers made several years previously by a sub-committee appointed by the Canadian Education

Association. Special questionnaires had been sent to universities, inspectors, departments of education, primary school teachers and training college students. A number of recommendations had been drawn up for submission to the Canadian Teachers' Federation. Those recommendations, which were in the form of resolutions, embodied the principles laid down in the working paper presented by the rapporteur, to whom they had been submitted with the request that they be taken into account in drawing up the recommendation to be adopted by the Conference.

Mr. RODGER *(United Kingdom)* wished to draw the attention of the Conference to a viewpoint which was playing an increasingly influential part in Scotland. It was generally accepted that teachers must have an adequate knowledge of their subject. In Scotland, two-thirds of all teachers were men and women university graduates ; the remaining third were teachers who had studied at secondary schools and thereafter attended Training Colleges for three or four years. Teachers must also merit the respect of the community and influence the children in their care for the good. But those two qualities alone were not sufficient to give teachers the required prestige. They must have, in addition to a broad general culture, certain specialised knowledge. In Scotland, the professional training of teachers comprised the following : (1) thorough general knowledge of the educational system of the country ; (2) study of the history, theory, and philosophy of education ; (3) study of the psychology of children and adolescents, study of the methods and literature appertaining thereto, and of the technique of mental and psychological testing ; (4) guided and supervised practice in teaching. The prestige of the teaching profession required for its advancement increased emphasis on specialist skills and knowledge. The training institutions were therefore in a position of fundamental importance. The Scottish Council for Research in Education, in association with the universities and training institutes, was carrying through a very considerable programme of detailed educational research. Science was thus contributing to the prestige of the teaching profession, and its role should not be underestimated.

Princess SOUVANNA PHOUMA *(Laos)* said that, in her country it was the State which was responsible both for teachers' salaries and for administering teachers' retirement pensions and health insurances. Despite all measures taken to improve conditions, there was still a shortage of teachers, and it had been necessary to arrange short-term teacher training courses during the vacations. Young teachers also received elementary training in sports and first aid, to fit them for the multifarious duties they would have to assume if they were posted to remote, primitive parts of the country. Both students and serving teachers were eligible for the study and refresher fellowships which were arranged specially for the countries of the French Union. Two Unesco experts had recently paid a visit to Laos. It was hoped that the standard of teacher training in the country would be improved as a result both of the advice given by the Unesco experts and of the refresher courses which were being organized for the benefit of teachers. Finally, she stressed that in Laos, as in all other Asiatic countries, teachers were held in great respect.

Mr. RAFFERTY *(Ireland)* endorsed the remarks of the United States delegate, and regretted also that very few serving teachers had been sent by governments as members of delegations. He insisted that the rights of teachers, as teachers, were in no sense absolute rights, but were closely bound up with the rights of children and the rights of parents, the rights of parents being anterior to the others.

The CHAIRMAN announced that the general discussion on the status of primary teachers was closed, since all the speakers on the list had now spoken. Both meetings on Monday would be devoted to the presentation of reports on educational progress in 1952-1953. The drafting committee working on draft recommendation No. 36 to the Ministries of Education concerning the training of primary teachers had completed its work, and that draft recommendation would be distributed on Monday and put to the vote on Tuesday. The drafting committee working on draft recommendation No. 37 on the status of primary teachers would meet Saturday afternoon at 3 o'clock.

(The meeting rose at 12.45 p.m.)

TWELFTH MEETING

Monday, 13 July, at 9.30 a.m.

Chairman: Mr. Giovanni CALÓ

The CHAIRMAN stated that both the day's meetings would be devoted to presentation and discussion of the reports on educational progress. He asked the delegates to adhere strictly to the time-limits allowed for reports and questions, so that discussion on that item of the agenda could be concluded that afternoon. He drew the attention of the delegates to the Unesco report on the application of Recommendation No. 32, adopted by the XIVth International Conference on Public Education, and on the movement in favour of free and compulsory education, copies of which had been circulated. Mr. Akrawi, Deputy-Director of the Education Department of Unesco, would comment on that report, and there would be a short discussion on it at the end of the morning, if there was time.

REPORT FROM BELGIUM

Mr. COULON *(Belgium)* presented the report on educational progress in his country, and replied to questions from Messrs. WILSON *(United Kingdom)*, DEFOND *(France)*, PETRITIS *(Greece)*, HOHENWART *(Austria)*, LÖFFLER *(German Federal Republic)* and PUTONG *(Philippines)*; and Mrs. ANTIPOFF *(Brazil)*.

The national scholarship fund was to be made completely distinct from and independent of the school building fund.

Teachers had no say in the choice of subjects discussed at the pedagogical conferences organized for their benefit; the subjects were laid down by the Director-General of Public Education and the school inspectors.

The municipal educational authorities, even for their primary schools, generally used the official curricula. It was only in technical education that no official curriculum was laid down by the Ministry of Education, but that situation was soon to be changed. Generally speaking, educational reforms proceeded parallel with the reform of school curricula.

Films for primary, secondary and other types of teaching were available. The selection or preparation of those films was based on two principles: (1) they must have didactic value; (2) they must show children things they could not see in real life (in geography or history, for example).

Insofar as private education, both subsidized and approved, was concerned, the terminology was not standardized. In private education

the term " subsidized school " referred to schools at intermediate level, the term " approved school " to technical schools, and the term " adopted school " to primary schools.

The course of primary studies was followed by intermediate schooling (which began at the age of twelve, and was divided into three sections) and by technical education (also beginning at the age of twelve).

The inspection of private schools covered the work of the teaching staff, curricula, time-tables, and school building.

Report from Australia

Mr. Moore *(Australia)* commented on the report on educational progress in 1952-1953 in his country, and replied to questions from Messrs. Zoechling *(Austria)*, Rafferty *(Ireland)*, and Wilson *(United Kingdom)*.

With regard to comprehensive schools, he explained, a significant fact is that in the various Australian states the non-academic type of secondary course is recognized by many parents as being suitable and valuable for their children. In general, schools in the big cities are differentiated—academic high schools, technical schools, home science schools, and so on. In smaller centres, however, bilateral and comprehensive schools are a necessity because separate schools would be too expensive. These schools attempt to provide for various aptitudes and interests.

The teaching of English as a foreign language is the responsibility of the Migrant Education Section of the Commonwealth Office of Education. Expert advice was originally obtained from Dr. Ralph Crossley of the University of Sydney. More recently the techniques of this service have been developed by Mr. George Pittman, then of the Migrant Section staff, but now Director of Education for Nauru Island.

Report from the German Federal Republic

Mr. Löffler *(German Federal Republic)* commented on the report on educational progress in his country and replied to questions from Messrs. Rodger *(United Kingdom)*, Defond *(France)*, Hohenwart *(Austria)*, and Egemen *(Turkey)*.

The first examination for teacher trainees was of a purely theoretic nature and took place at the end of normal studies. The second examination, which was purely practical, took place two or three years after the end of such studies. There were various different types of teacher training establishments : institutes of education, academies of education, and education high schools. These establishments differed chiefly in name ; their organization was practically the same, although there were certain differences of curricula. The general policy was to standardize and coordinate teacher training. Primary and other teachers' diplomas were standardized throughout all *Länder* of the German Federal Republic.

Teachers for intermediate schools were selected from amongst the best qualified primary teachers, and were required to pass a second examination.

Teachers for the commercial branches of schools were trained in the commercial colleges or in the faculty of commerce or economics, which generally gave a four-year course. They also received a short teacher training course.

Report from Spain

Mr. Canto *(Spain)* presented the report on educational progress in his country and replied to questions from Messrs. Löffler *(German Federal Republic)* and Mehran *(Persia)*.

The new education act required students to do a year's preparatory study before being admitted to university. The preparatory courses in question were given either in the universities themselves or in private institutions.

Private schools were divided into two categories : officially approved schools and the subsidized schools. The latter received State subvention proportionate to their size, number of pupils, etc.

The Chairman asked all delegates wishing to submit amendments to the text of draft recommendation No. 36 concerning primary teacher training to submit their amendments in writing, on the prepared formula, quoting in each case the number of the clause of the preamble or article of the recommendation to which the amendment referred. All amendments, which must be submitted on behalf of delegations as a whole, must be handed in by the following morning.

SENIOR BASIC TRAINING COLLEGE BANIPUR.

Report from Unesco

Mr. Akrawi *(Unesco)* reminded those present that the Conference had, two years ago, considered the question of compulsory education and its prolongation, and adopted a recommendation on the subject. The Director-General of Unesco had circulated the text of that recommendation to all Member and Non-Member States, and asked for their comments on how they planned to apply the principles of the recommendation in their own countries. The 35 replies received were summed up in a document entitled " Progress Report on the Application of Recommendation 32 and on the Movement in favour of Free and Compulsory Education ", copies of which had been circulated to delegates. This report also contained the additional data given in the reports of Member States presented to the XVth International Conference on Public Education, and to the General Conference of Unesco, and, in conclusion, a summary of Unesco's activities in this field.

The various countries were divided into three categories so far as free education was concerned : (1) those countries which had long

established a system of free education, and whose present efforts tended rather towards the extension of such schooling ; (2) those countries which had but recently introduced free and compulsory education ; (3) those countries in which steps were being taken to introduce compulsory education, although complete success had not yet been achieved.

In general, the main problem raised by the introduction of compulsory schooling was that of finance. Although that question had been raised at this very Conference two years ago, it was still far from being solved. It had been re-examined during the Unesco Regional Conference on Education in South-East Asia held in Bombay. This Conference had concluded that, unless some financial assistance was granted to those countries which had the greatest need thereof, it was most unlikely that Recommendation No. 32 could be implemented in the near future. Unesco had proceded to study the various aspects of these questions. It had already published 11 studies on this subject, and these were at present being exhibited in the show-cases reserved for Unesco in the Conference rooms. Six other studies were in the press. Unesco's contribution to the solution of these problems had taken three main forms : (1) the organization of major regional conferences, such as that which had grouped the representatives of fifteen States in South-East Asia, in Bombay, and the study of methods for carrying on the work of such conferences, through the organization of seminars, for example ; (2) the sending out of experts to some twenty countries in South-East Asia, the Middle East, or Latin America, to assist in drawing up plans for public education, or to assist national experts to improve teacher training, or solve other related problems ; (3) the creation of fellowships to enable the nationals of different countries to study problems relating to the financial, administrative, or curricular aspects of the problem of free and compulsory education, on an international level. Twenty-five such fellowships had been allocated.

The various States could assist Unesco in its task by keeping it informed of all local developments. He drew the attention of delegates to the indications given at the end of the report concerning the type of information which would be particularly useful for the preparation of plans for assistance and the dispatch of experts.

Unesco had appealed to Member States to help solve the financial problem. Although many countries were now receiving technical assistance, a lot still remained to be done as regards financial aid. The Bombay Conference had considered a long-term loan system with very low rates of interest in order to facilitate the introduction of compulsory education. But there should be, in those countries where no such system was possible, aid in the form of international cooperation. Unesco therefore asked representatives of the various countries to consider financial assistance not only from the viewpoint of possible aid for themselves, but also in the light of the aid they could give to their neighbours or other countries.

The CHAIRMAN thanked Mr. Akrawi for the masterly way in which he had presented his report, and for the efforts he personally had exerted for the implementation of Recommendation No. 32 on compulsory education and its prolongation.

Mr. MEHRAN (Persia) said that the main obstacle which his country, like many others, was encountering in its effort to make free and compulsory education universal, was the lack of financial means. He emphasized the importance of all the advice and suggestions, put forward by Mr. Akrawi, on how that problem could be solved either on a national or on an international scale.

The CHAIRMAN announced that the afternoon meeting also would be devoted to the presentation of reports on educational progress. At 6 o'clock, the Portugese stand in the Permanent Exhibition on Public Education would be inaugurated, and the Portugese Delegation invited all members of the Conference to partake of a glass of port at the Headquarters of the International Bureau of Education.

(The meeting rose at 12.45 p.m.)

THIRTEENTH MEETING

Monday, 13th July, at 3 p.m.

Chairman: Dr. S. S. BHATNAGAR

REPORT FROM EGYPT

Mr. GALAL *(Egypt)* commented on the report on educational progress in his country, and replied to questions from Messrs. ZOECHLING *(Austria)*, DEFOND *(France)*, DOTTRENS *(Switzerland)*, CHANDAVIMOL *(Thailand)* and LÖFFLER *(German Federal Republic)*.

Since education in Egypt was free, both at the secondary and at the primary level, all children alike, whatever their social conditions, had free access to schooling. They also received free meals in the schools.

Promotion from one class to the next, in the secondary schools, was by examination and competition. Those examinations also served to test the pupils' intelligence and aptitudes. There were also competitive examinations for entry into the universities ; and candidates for various other types of schools (commercial, rural, etc.) had also to pass preliminary tests. It was planned that candidates for diplomas should have to pass three sets of examinations : one at the primary level and two at the secondary level. At the moment of speaking, only the secondary level examinations actually existed.

Children shown to be backward were sent to special schools, of which Egypt, however, unfortunately, did not possess very many.

Vocational guidance centres had been set up in Cairo. Whilst it was impossible, for the moment, to give all pupils the advantage of vocational or professional guidance, an effort was nevertheless being made to increase the number of vocational guidance centres.

Vocational training courses in hairdressing, manicure etc., were not very numerous at the time of speaking.

As regards the teaching of general cultural subjects and manual work in the secondary schools, there was a three or four-year course which combined those subjects. It was as yet too early to estimate the value of that course, since the experiment was to be continued for a period of five years.

REPORT FROM TURKEY

Mr. TUNCEL *(Turkey)* commented on the report on educational progress in his country during the period 1952-1953, and replied to questions from Messrs. DEFOND *(France)*, and HUSAIN *(Pakistan)*, Mrs.

ANTIPOFF *(Brazil)*, and Messrs. ZOECHLING *(Austria)* and RODGER *(United Kingdom)*.

The Ministry of Education placed at the disposal of teachers in rural regions accommodation free of charge.

The State was a secular institution and general and religious education were given separately. In accordance with the recommendations made by the Congress to the Ministry of Education, religious instruction was given as an optional subject in all primary schools. In addition there was a Faculty of Theology at Ankara University.

Rural courses were organised from October to April and consisted of 8 hours' entirely practical teaching per day.

In secondary and higher schools in general, and in normal schools in particular, efforts were made to propagate modern methods. The student-teachers received special training in the latest teaching methods.

The average number of pupils in primary classes was about forty, although the classes in rural areas were usually smaller.

REPORT FROM THE DOMINICAN REPUBLIC

Mr. PEYNADO SOLER *(Dominican Republic)* commented on the report on educational progress in his country for the year 1952-1953.

The CHAIRMAN thanked Mr. Peynado Soler for his interesting report.

REPORT FROM ISRAEL

Mr. BENOR *(Israel)* commented on the report on educational progress in his country.

The CHAIRMAN thanked Mr. Benor for his interesting report.

REPORT FROM LIBERIA

Mr. PROWD *(Liberia)* commented on the report on educational progress in his country, and replied to the questions put to him by Messrs. D'ROZARIO *(India)*, ARMSTRONG *(United States of America)*, HUSAIN *(Pakistan)*, and CHANDAVIMOL *(Thailand)*, and Miss MALONEY *(United States of America)*.

Insofar as backward children are concerned, special attention is always given them in the schoolroom. Physically disabled children are treated in government clinics. Compulsory education is stressed; but tuition from the primary through the eighth grade is free.

Scholarships, grants-in-aid, and subsidies are given by the government yearly: scholarships for study abroad, and locally, and subsidies to missions and other institutions of learning in Liberia.

Among many other things, hair-dressing is an important feature, of the Beauty Culture School founded in 1951.

The duties and functions of supervising teachers are being modified and expanded through what is known as Supervising Teachers Workshops. In essence, they are expected not only to inspect, but also to supervise the methods and techniques of teaching.

The CHAIRMAN declared the discussion on item III of the agenda, namely the presentation of national reports, closed. He noted that interest in the presentation and discussion of these reports increased steadily from year to year.

(The meeting rose at 5.40 p.m.)

INAUGURATION OF THE PORTUGUESE STAND

Mr. FERRO *(Portugal)* paid tribute to the founders of the International Bureau of Education and to the organizers of the International Exhibition of Public Education, which they had been fortunate enough to instal in one of the most beautiful parts of Geneva. The permanent installation of this Bureau and its Exhibition at the Palais Wilson, a building which already possessed a place in history, had become symbolical : an act of reparation, which might well be called posthumous, by the League of Nations to the cause of education ; education—which yesterday, today, and always, represented the only hope of attaining lasting peace among men. He said that, he personally, would never have wished Portugal to have its corner in this Exhibition, this garden of international education, had it not been so well situated in the fore-front of Geneva, like a window opening onto the town. The banishment of international education to an obscure corner of the town, hidden from sight and difficult of access, would not be in conformity with the traditions of the city of Jean-Jacques Rousseau and the great Reformers, a city in which education had always been the common religion uniting all religions.

He suggested that the setting of this exhibition should be used from time to time for the organization of international meetings, with educational films and university theatrical performances. Geneva, centre of learning and of youth, mother of so many great educators, would be the ideal setting for such meetings.

The exhibition stand presented this year by Portugal had been organized, under the direction of the Minister of National Education, Professor Pires de Lima, by the Portuguese artist Paulo Ferreira and Professor Irene Leite da Costa. They had endeavoured to make it as bright, as colourful and as striking as possible. Those who were at present in charge of education in Portugal were convinced of the necessity for giving a fresh impetus to education and educational methods, and for granting to nature and to art the place which had too long been withheld from them, both in primary education and in the training of primary teachers—whose esthetic education had too often been neglected—and in secondary and university education. As long as art and poetry were scorned in schools, the school could never become what it should be, a

temple of culture, where beauty and nobility reigned supreme, a temple with wide open windows, freely admitting sunshine and light, where the past itself seemed to be present.

In conclusion he said that in Portugal, as in Switzerland, those responsible for education were inspired by a respect for the child and for life, and that the Portuguese stand sought to reflect not only the schools, but the very landscape and spiritual life, of Portugal.

Mr. PIAGET *(International Bureau of Education)*, in the name of the organization which he directed, thanked the organizers of the Portuguese Stand, particularly the Minister, Mr. Ferro, Mr. dos Santos, Miss Da Costa, and the artist, Mr. Ferreira, who had succeeded in re-creating the atmosphere of their country in so small a space and with such great artistry. The work accomplished by the pupils of the technical schools was worthy of special note, especially if one remembered that these children were aged only 11 to 16 years. The collection of Portuguese books and the photographs also compelled public admiration.

FOURTEENTH MEETING

Tuesday, 14th July, at 10 a.m.

Chairman: Mr. Giovanni CALÓ

The CHAIRMAN opened the meeting and conveyed his congratulations to the French delegation on the occasion of their national holiday. He said that the ideal embodied in the motto " liberty, equality, fraternity " coincided with that followed by the present Conference ; and he expressed his warm wishes for the prosperity of the French Nation.

Mr. GAL *(France)* thanked the Chairman on behalf of the members of the French delegation who had been deeply touched by this mark of sympathy. He assured the Conference that the motto of the French revolution, later adopted by the Republic, was still to this day the motto of the teaching profession, and represented the ideal with which teachers tried to inspire their pupils.

The CHAIRMAN announced that the Conference would now proceed to discuss and vote on draft recommendation No. 36, concerning primary teacher training.

VOTE ON DRAFT RECOMMENDATION NO. 36 CONCERNING PRIMARY TEACHER TRAINING

TEXT OF DRAFT RECOMMENDATION NO. 36

The International Conference on Public Education,

Convened at Geneva by the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education, and having assembled on the sixth day of July, nineteen hundred and fifty-three for its sixteenth session, adopts on the ..... of July, nineteen hundred and fifty-three, the following recommendation :

The Conference,

Considering the needs resulting from the extension of compulsory education, as dealt with in Recommendation No. 32, which the Conference adopted in 1951,

Considering that all children throughout the world have the right to be instructed and educated by primary teachers whose intellect, physical health, and general and professional training leave nothing to be desired,

Considering that no person should be appointed to teach, even in a temporary capacity, unless he possesses recognised professional qualifications,

Considering that primary teachers have to take an active part in the cultural and social activities of the community, and should be given training for the purpose,

Considering that the professional training primary teachers receive, should be to an increasing extent supported by a general education of an equivalent to that required for admission to a university,

Considering that the progress made by the educational sciences (genetic and social psychology, psychology of the emotions, experimental and comparative education, mental hygiene) can give primary teachers ideas and information which help them to improve their professional competence,

Considering that countries with different geographical, demographic, social, historical and cultural conditions, should bring forward, although sharing similar aims, varied solutions to the problems of primary teacher training,

Submits to the Ministries of Education of the different countries the following recommendation :

Organization and Administration of Primary Teacher Training Establishments

1. The evolution and expansion of education call for the continuous study and periodical adaptation of primary teacher training establishments to newly emerging circumstances and needs.

2. In view of the increasing complexity of primary teacher training problems, it is advisable to have one specialised body (a directorate, department or service) responsible for the coordination of all administrative, financial and technical questions concerning such training.

3. For the solution of problems coming within its field of competence, such specialised body should be assisted by consultative committees on which teacher training and primary teaching staffs are represented.

4. One of the main tasks of such specialised body would be to estimate and train the numbers of teachers needed for meeting the expansion of education, due regard being paid to factors such as population changes, prolongation of compulsory education, reduction of the size of classes, and rate of resignation and retirement.

5. In countries where compulsory education measures are not yet fully applied, such specialised body would also be responsible, in consultation with the bodies directly interested, for drawing up short-term and long-term plans for training sufficient numbers of primary teachers

to enable compulsory education measures to be fully applied, and similar plans for diminishing as quickly as possible the number of inadequately qualified teachers.

6. Even when responsible for the organisation of primary teacher training programmes and the control of primary teacher training establishments, such specialised body would give these establishments the enjoyment of the autonomy and latitude necessary for the efficient management of any educational establishment, particularly in regard to methods and curricula.

7. The teachers and students of a primary teacher training establishment should also contribute to its management, and it is therefore desirable that both be associated as closely as possible with it.

8. Whatever their precise form, financial appropriations for primary teacher training should be sufficient :

for the establishment and maintenance of sufficient training establishments to meet the demand for primary teachers,

for paying adequate salaries to the training staffs,

for providing premises which conform to the required material and educational standards and which include where necessary boarding accommodation for the students, and for providing all necessary equipment (a library, laboratories, and playing fields, etc.).

9. In deciding whether to arrange primary teacher establishments operating at secondary level (with or without boarding accommodation for the students), at an intermediate level, or in university institutes or faculties, each country or State will with advantage choose the system or systems which afford the most adequate training possible and which are compatible with its geographical make-up, financial resources, the estimated rate of recruitment, and primary teachers' salaries ; the ideal to be gradually reached is training at university level.

10. The adoption within a given country or State of two or more systems of primary teacher training with varying age and other conditions of admission, duration and levels of courses, and standing of certificates awarded, may be justified, but too great a variety of systems has disadvantages, especially in regard to equality of salaries.

11. In countries where differentiated training for urban or rural primary teachers exists, it is important that the diplomas awarded should be equivalent.

12. Provision should be made for complementary or parallel training for teachers-in-training for nursery-infant, special, senior primary, and complementary classes, and for special training enabling serving teachers to transfer from one branch of primary education to another.

13. In countries where completion of secondary education is not a condition of admission to primary teacher training, every facility should be given persons who have completed such education to secure teacher training which is not less advanced than the ordinary course of training.

14. Persons who find at a relatively mature age that they have the ability and desire to take up teaching, should also be given every facility to secure or complete the necessary general and professional training.

15. Valuable work has been done by the primary teacher training establishments at secondary level, that exist in some countries, and that afford an opportunity for general education to all comers, but steps should nevertheless be taken to transform them into training establishments reserved exclusively for students intending to take up teaching.

Recruitment and Conditions of Admission

16. Every possible endeavour should be made to attract into the teaching profession those persons who possess the requisite aptitudes, but may be tempted into other professions ; it should be remembered that the decisive factor in any successful recruitment campaign is the improvement of teachers' social and material standing.

17. Both sexes should have access to primary teacher training on the same terms ; in countries where the numbers of men and women teachers are markedly unequal, steps should be taken to remedy the inequality.

18. The attention of primary and secondary teachers should be drawn to the contribution they can make to the recruitment of primary teachers by discovering the children in their classes who already show signs of possessing the requisite qualities for teaching, and by encouraging them to take up the profession.

19. Educational guidance services can also make a valuable contribution to the recruitment of primary teachers by issuing and distributing, as they do for other professions, descriptive notes about teaching as a career, giving talks on the subject to pupils about to leave school, writing articles for the press, and making broadcasts.

20. In order to encourage recruitment of primary teachers from among all social classes, it is desirable to give teachers-in-training free training (tuition, lodging, and board), scholarships, or remuneration.

21. When candidates for primary teacher training are required to agree to teach for a certain minimum number of years, in return for the benefits they receive during their training, such necessary agreement should be fairly elastic, especially in the case of women, so that the requirement may not discourage recruitment.

22. The minimum age of admission to primary teacher training establishments must naturally be fixed in accordance with the level (secondary, intermediate, or university) of these establishments ; thus no one minimum age is applicable to all countries, but the danger should be borne in mind of admitting candidates not mature enough to realise the responsibilities of the teaching profession or to cope with its difficulties.

23. As simplification of admission procedures appears desirable, candidates' qualifications, certificates and diplomas should be taken into account when they sit for the admission examination.

24. Selection of candidates for primary teacher training should in no circumstances, however, be based solely on intelligence and knowledge, but should pay equal attention to such criteria as character, mental and physical health, love for children, devotion to work and social qualities ; it is desirable that all candidates should undergo psychological examination with a view to eliminating those possessing anomalies of character or conduct which are incompatible with teaching ; entrance examinations can be with advantage supplemented by interview and, if necessary, by short periods of probation.

25. Account should also be taken of mental aptitudes, emotional balance, personal problems, and difficulties of adjustment ; it is therefore desirable that all primary teacher training establishments should offer a course in mental health, given by a teacher to whom the teacher-in-training can turn for help in solving their personal problems.

Curricula

26. Representatives of the headmasters and teachers of primary teacher training establishments and primary teaching staffs should participate in the elaboration and revision of training programmes and curricula.

27. The duration of primary teacher training depends on the nature of the course ; if it covers general education in addition to professional studies, it should be longer than would otherwise be the case.

28. In training establishments at secondary level, a balance should be achieved between general education and professional training.

29. The professional training of primary teachers should include not only psychology, pedagogy, and practice teaching, but also special courses in such fields as social studies, domestic economy, hygiene, physical education, singing, drawing, handwork, and agriculture.

30. The psychological training required for primary teacher training should cover general and child psychology, and, in addition to the technique of testing, a qualitative study of children's intellectual development ; formal teaching should be supplemented by direct observation and experiment, and individual and social, behaviour.

31. The pedagogical aspects of primary teacher training should include principles of education, history of education and comparative education, experimental psychology, teaching methods, school organization and administration, and educational problems pertaining to the country concerned.

32. The aim of general pedagogy and history of education should be to familiarise teachers-in-training not merely with accepted ideas to be found in all educational philosophies, but also with the way educational principles and organisation have evolved ; a study of history of education or comparative education should enable teachers-in-training to grasp the universal nature of educational problems, and at the same time to realise the necessity of adapting principles to national, regional and local conditions.

33. Primary teacher training curricula should allot ample time to teaching methods, both as regards activity methods and the method of each subject, especially the methods of reading, writing, and arithmetic, and such instruction should be closely correlated with the psychological and practical training.

34. Formal pedagogical training should be supplemented by, for example, seminars, discussion groups, and individual research ; primary teacher training establishments will for this purpose need to be fully equipped with all the necessary teaching and research materials and aids, and a well-stocked library of educational journals, classical and modern books on education, works of reference, and textbooks.

35. As soon as circumstances permit, primary teacher training curricula should include non-compulsory subjects or options enabling the students to do advanced work in subjects in which they are specially interested.

36. Practical work is an essential part of primary teacher training, and must therefore be given ample time in the pedagogical part of the curriculum.

37. Such practical work should comprise attendance at demonstration lessons, a graded introduction to the actual practice of teaching, and active participation in every aspect of school life.

38. It is necessary that primary teacher training establishments have under their authority one or more demonstration schools, preferably of the experimental type, where students can do part of their practical training.

39. The practical experience of teachers-in-training should not, however, be limited to such a demonstration school, but should also embrace experience in ordinary primary schools where they can meet all the problems in the school and the community (premises, materials and size of classes, social environment, etc.) as they will in all probability encounter when they secure a post.

40. Teachers-in-training should have opportunities for practice in both one-teacher and multi-teacher schools, and in schools situated in different localities.

41. In countries where primary teachers are required to teach adults in, for example, evening and fundamental education classes, their training should include formal and practical instruction in this type of work.

42. The pedagogical training of primary teachers should include courses on school hygiene, preventive health care of children, and protection against contagious diseases and epidemics ; teachers working in isolated areas should themselves be able to safeguard their own and their family's health.

43. Primary teacher training should include formal and practical instruction enabling the students to understand and realise the important social role they will be called upon to play in the local community ; such instruction might usefully include, for instance, the organisation of leisure-time activities and cultural demonstrations, and the improvement of local hygienic, cultural and economic standards.

44. Primary teacher training establishments need to foster the esthetic sensibilities of teachers-in-training, if the schools to which the latter are ultimately appointed are in their turn to develop such gifts ; the siting and installation of primary teacher training establishments should for this reason be the object of careful study, and musical, dramatic, literary and sporting events should be organised in such establishments or in the local primary schools.

45 Teachers-in-training should have opportunities of becoming acquainted with extra-scholastic activities such as school meals and clothing services, vacation camps, youth movements, and parent-teacher associations.

46. The general behaviour of the students of a training establishment depends to a large extent on the way the course is organized, the spirit in which the instruction is given, and their boarding accommodation ; discipline should therefore be liberal in kind and inspired by respect for human personality, and should stimulate the development of the individual's gifts ; the instruction should be mainly grounded in the study of man, and should develop the students' civic spirit and sense of responsibility.

47. The greatest problem human beings have yet to solve being that of their mutual relationships, it is desirable to foster the teacher's informed wish and capacity to develop good relationships (sympathy, tolerance, and comradeship) in his class, his family, and the national and world community.

48. Special attention should be given to the selection of the staffs of primary teacher establishments and demonstration schools, since they are the human beings called on to approach the ideal of the perfect teacher to be presented to the students.

49. The teachers of pedagogy and psychology should possess the highest theoretical and practical qualifications, especially in research ; the various teachers of methodology should be masters of their several subjects and of the psychological and pedagogical aspects of them.

50. Every endeavour should be made to keep primary teachers in lasting touch with the primary teacher training establishments and prevent the beneficial contact being severed as soon as the students have graduated.

51. Psychological and educational research institutes should be established to ensure, in collaboration with the primary teacher training establishments and the demonstration schools, the constant improvement of primary teaching methods and aids.

Further Training and Refresher Courses

52. In view of the rate at which the world in general and educational science in particular are evolving at the present time, it is highly desirable that primary teachers should have opportunities of further' training throughout their career, and thus be enabled to keep abreast of new ideas and methods.

53. Further training of this kind is especially necessary if the teacher has been trained through emergency courses or has been appointed before obtaining the normally required qualifications.

54. Further training courses serve to raise the standard of primary teachers' work and encourage them in its accomplishment, and should also enable them to improve their qualifications and thus their salaries, wherever there is a relation between the two.

55. Whatever form further training may take (lectures, demonstration lessons, discussion groups, seminars, vacation courses, correspondence courses, broadcasts, etc.), prime responsibility for its organisation should lie with inspectors, headmasters and teaching staffs of primary teacher training establishments, and groups or associations of primary teachers.

56. Where the education authorities do not themselves assume responsibility for organising further training, subsidies should be made for the purpose to primary teachers' associations and other appropriate bodies and groups.

57. Primary teaching staffs, especially unqualified staffs working in rural areas, should be given every facility, in the form, for example, of leave and allowances, for securing further training.

58. In addition to the provision made by the education authorities and other bodies for further training, the primary teachers themselves may with advantage be encouraged to form seminars or study groups on the theoretical and practical problems of education that interest them most.

59. Individual and group travel in their own country or abroad for study purposes is also one of the most effective means of improving primary teachers' standard of work and their grasp of educational problems and of stimulating them to apply new methods ; numerous scholarships should be available for the purpose ; teachers who have had such experience will pass on their discoveries to their colleagues.

60. The exchange of primary teachers with other countries is also an effective means of further training, and should be encouraged wherever linguistic and other conditions make it possible, on the lines suggested

by Recommendation No. 29 concerning the International Interchanges of Teachers, passed by the XIIIth International Conference on Public Education in 1950.

61. Every encouragement should be given to the publication of books and journals dealing with primary teachers' specific problems and enabling them to keep abreast of developments in educational science and refresh their knowledge, and to facilities for the purchase or loan of such books and journals, for example through school and circulating libraries ; the centres for educational documents existing in many countries and the research institutes recommended in Article 51, have an increasingly important field of activity in this connection.

Emergency Courses

62. The competent authorities need to estimate the number of primary teachers that will be needed in the coming years, and to make timely provision for their training by the customary establishments ; if throughout unforeseen circumstances they are forced to abrogate the customary training and institute emergency courses, they should regard the latter only as a temporary measure, and make every endeavour to return to normal at the earliest possible date.

63. When the institution of emergency courses appears justified on account of more or less sudden increases in the school population resulting from population changes or the full attainment or prolongation of compulsory education, such courses should require a sufficient standard of general education from the students and ensure them adequate professional training before they secure appointments.

64. Primary teachers trained in emergency courses should have opportunities of completing their training, if they give evidence of possessing the necessary aptitude, and thus of being admitted to the normally trained grades.

65. It is highly desirable that Unesco, the other specialised agencies of the United Nations, and the various regional organisations should furnish immediate moral, material and financial aid on a large scale to the countries experiencing great difficulty, especially as regards training the necessary primary teachers, in organising or extending compulsory education.

The Chairman called upon the rapporteur for item I on the agenda of the Conference.

Mr. Dottrens *(Switzerland)*, rapporteur, thanked all those who had taken part in the general discussion on the subject of primary teacher training, and submitted proposals which the drafting committee had tried to take into consideration wherever possible. The committee had kept the general ideas contained in those proposals which, although expressed in several different ways, were in essence universal in character.

It had been unable, however, to accept proposals of a special character relating to one or to several countries in view of the fact that generalisation would be difficult, since such proposals could not easily be adapted to other countries where conditions were entirely dissimilar.

In conclusion he quoted from a saying of Fénelon which participants in the International Conferences on Public Education ought always to bear in mind : " Investigation into the best type of education for children is not undertaken in order to produce infallible rules. There is, therefore, no demerit in aiming at perfection. It is true that practical achievement must always fall short of the theories evolved on paper by our imagination, when there is nothing to restrain its progress ; but even when perfection is unattainable it is valuable to have glimpsed and sought to achieve it ; for thus can it best be approached."

The CHAIRMAN thanked the rapporteur and announced that the meeting would then pass to the discussion and vote, article by article, taking account of the amendments presented, the text of which had been distributed. He hoped that the Conference would agree that, in discussing each amendment, only one person should speak in favour and one against, and that the rapporteur might be asked for his advice. Each delegation had the right to one vote only.

First Consideration.

(Adopted without discussion.)

Second Consideration.

Mr. DE ERICE *(Spain)* spoke in favour of the amendment presented by his delegation, proposing the addition of the words " in accordance with the freely expressed wish of their parents", after the word "educated".

Mr. DOTTRENS *(Switzerland)*, rapporteur, pointed out that this was already included in paragraph 3 of article 26 of the Universal Declaration of Human Rights, and that in most countries it was the parents and not the teachers who chose the school. The proposed amendment could therefore give rise to false interpretations.

(This amendment was rejected by 11 votes to 9, with 4 abstentions.)

Mr. DE ERICE *(Spain)* spoke in favour of the amendment presented by his delegation proposing the addition of the word " moral " after the word " general ".

Mr. DOTTRENS *(Switzerland)*, rapporteur, proposed amendments of this phrase as follows : "... whose health, intelligence and character meet the required standards..."

Mr. DE ERICE *(Spain)* supported the proposal of Mr. Dottrens.

(This amendment was adopted without discussion.)

Third Consideration.

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing that, as a matter of logic, the order of considerata 3 and 5 should be inverted.

(This amendment was adopted without discussion.)

rth and Fifth Considerations.

(Adopted without discussion.)

Sixth Consideration.

Mr. CALÓ *(Italy)* spoke in favour of the amendment presented by his delegation proposing that Consideration No. 6 should be amended so that the phrase " educational sciences " read " auxiliary educational sciences ", seeing that the list of educational sciences was not complete.

Mr. DOTTRENS *(Switzerland)*, rapporteur, was willing that the word " etc. " should be substituted for the word " auxiliary " at the end of the clause in parenthesis.

(This latter amendment was adopted unanimously.)

Seventh Consideration.

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing the omission of the word " should ".

Mr. DOTTRENS *(Switzerland)*, rapporteur, preferred the first wording, which expressed a moral obligation, whereas the second expressed necessity or even constraint.

Mr. DEFOND *(France)* withdrew his amendment.

(Adopted unanimously.)

Article 1.

Mr. BOREL *(Switzerland)* requested the Secretariat to revise the wording of the French text of that article, which was not clear.

(Subject to that reservation, and to a subsequent re-wording of the English text, this article was adopted unanimously.)

Articles 2, 3, 4 and 5.

(Adopted without discussion, but with a slight re-wording of the English text of article 5.)

Article 6.

Mr. LEGRAND *(Unesco)* proposed that the words " enseignement normal " should replace " études normales " in the French text.

(Article 6 thus amended was adopted.)

Article 7.

Mr. LEGRAND *(Unesco)* proposed addition of the word " internal " before " management " in the English text, the remainder of the sentence to read " to which they can make a valuable contribution ".

(Article 7 thus amended was adopted.)

Article 8.

Mr. MOORE *(Australia)* spoke in favour of the amendment presented by his delegation proposing the insertion of the following additional paragraph, after the third paragraph : " for providing free tuition and adequate living allowances to trainees ".

After a discussion in which Mr. GALAL *(Egypt)*, the RAPPORTEUR and Mr. MOORE *(Australia)* took part, *the Australian amendment was adopted by 16 votes to 1, with 1 abstention.*

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing the inclusion of the following additional paragraph at the end of the article: " and for establishing demonstration primary schools attached to the training establishments ".

After a discussion in which Miss BERTIE *(United Kingdom)*, Mr. DEFOND *(France)* and the RAPPORTEUR took part, it was agreed that the additional paragraph proposed by France should be inserted before the paragraph proposed by Australia.

(The additional paragraph proposed by France was adopted by 19 votes to 1, with 1 abstention : the insertion of this amendment before that of Australia was accepted by 17 votes.)

(Article 8 thus amended and re-worded was adopted.

Article 8a.

Mr. CHANDAVIMOL *(Thailand)* spoke in favour of the amendment presented by his delegation proposing the insertion of a new article 8a as follows : " In order that the necessary funds may be readily available, it is desirable that the public, members of Parliament, and those responsible for the distribution of financial appropriations be fully informed of the importance of the primary teacher training establishments ".

Mr. DOTTRENS *(Switzerland)*, rapporteur supported this proposal.

(Article 8a was adopted by 18 votes with 1 abstention.)

Article 9.

Mr. PETRITIS *(Greece)* spoke in favour of the amendment presented by his delegation proposing that the following paragraph be inserted at the end of this Article : " To this end an autonomous faculty of education should be established in each university at which competitively selected

serving teachers might study for sufficient time (taking into account their previous studies) to obtain a degree equivalent to the secondary teaching degree. Such teachers would be granted leave with pay. The creation of such faculties in all universities would also serve to offer opportunities of employment for the teachers in the educational academies, etc. ; it would, furthermore, greatly contribute to the scientific advance of the different branches of psychology and pedagogy."

Mr. BOREL *(Switzerland)* thought it would be better to keep to actual achievements and hard facts, and therefore proposed the establishment in the universities of courses in education rather than a faculty of education.

Mr. DOTTRENS *(Switzerland)*, rapporteur, shared this point of view and proposed the following wording : " It is desirable that primary teachers should have every facility for pursuing their studies at university level, that the number of faculties or institutes of education should be increased, and that the diplomas awarded by them should give access to teaching posts at secondary level."

(Article 9 thus amended was adopted.)

Article 10.

(The amendment proposed by the French delegation concerning the substitution of the word " inconvénients " for the word " désavantages ", in the French text, was adopted without discussion.)

Article 11.

Mr. LÖFFLER *(German Federal Republic)* spoke in favour of the amendment presented by his delegation proposing to insert the words " in level " after the word " equivalent ".

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing the following wording : " it is important that the courses as well as the diplomas should be equivalent."

Mr. LÖFFLER *(German Federal Republic)* endorsed Mr. Defond's proposal.

(Article 11, thus amended, was adopted unanimously.)

Article 12.

The CHAIRMAN spoke in favour of the amendment presented by the Italian delegation proposing that Article 12 should read as follows : " Special training should be provided for teachers-in-training for nursery-infant schools. This article would be followed by an article 12a, drafted as follows : "Complementary or parallel training should be provided for teachers-in-training for schools catering for deficient, irregularly developed, difficult, or socially mal-adjusted children, the ideal being a special diploma for such teaching. Complementary training should also be provided for teachers-in-training for senior primary and complementary classes."

After a discussion in which Mr. DEFOND *(France)*, the CHAIRMAN and Mr. DOTTRENS *(Switzerland)*, rapporteur, took part, the last mentioned proposed the following wording: "In addition to a common core of training for all students, provision should be made for special, or parallel or complementary, training for students intending to teach in nursery-infant schools, schools for mentally and physically handicapped, and maladjusted children (the ideal here being the award of a special diploma), or senior primary schools and complementary classes; it is also desirable that the necessary training facilities should exist to enable serving teachers to transfer from one branch of primary education to another;"

(Article 12, thus amended, was adopted.)

The CHAIRMAN invited delegates to proceed to the Permanent Exhibition of Public Education for the inauguration of the stand of the People's Federal Republic of Yugoslavia.

Mr. ROSSELLO *(International Bureau of Education)* informed the Conference that the discussion and vote on draft recommendation No. 37 (which had already been distributed) concerning the status of primary teachers, was scheduled to take place Wednesday morning. He reminded those delegates who wished to present amendments thereto that such amendments should be drafted on the special forms to be found on the Chairman's table, and submitted to the Secretariat before the end of the afternoon.

(The meeting rose at 12.30 p.m.)

INAUGURATION OF THE STAND OF THE PEOPLE'S FEDERAL REPUBLIC OF YUGOSLAVIA

Mr. LUKATELA *(Yugoslavia)* presented the stand organized by his country explaining that it was only a temporary exhibition, designed to illustrate the work of the Conference, and that a permanent stand was contemplated.

Mr. PIAGET *(International Bureau of Education)*, speaking on behalf of the International Bureau of Education, thanked the educational authorities of the People's Federal Republic of Yugoslavia, Mr. Ribniker, ex-member of the Unesco Executive Board, Messrs. Lukatela and Zanko, delegates to the Conference, and Mr. Vicic, the architect responsible for arranging the exhibition. He welcomed the Yugoslav contribution to the Permanent Exhibition on Public Education, and expressed the conviction that the illustrations and photographs contained in the exhibition would enable visitors to gain a good impression of educational progress in Yugoslavia.

FIFTEENTH MEETING

Tuesday, 14th July, at 3 p.m.

Chairman: Mr. Giovanni CALÓ

VOTE ON DRAFT RECOMMENDATION NO. 36 CONCERNING PRIMARY TEACHER TRAINING (CONT.)

The CHAIRMAN announced that the meeting would continue the discussion and vote of draft recommendation No. 36.

Articles 13 and 14.

(Adopted without discussion.)

Article 15.

M. LÖFFLER *(German Federal Republic)* spoke in favour of the amendment presented by his delegation proposing that the words " of university level ", should be added after the words "establishments ".

Mr. DOTTRENS *(Switzerland)*, rapporteur, reminded those present that the purpose of the article was to admit to normal schools which also provided a general educational course only students intending to take up teaching. There was, however, a danger that some countries would find themselves in difficulties if the proposal to transform normal schools into higher educational establishments was implemented.

Mr. LÖFFLER *(German Federal Republic)* then proposed that his amendment be deleted.

(This was accepted and the original text adopted by 13 votes in favour, with 1 abstention.)

Mr. DIEMER *(United States of America)* proposed that the word " exclusively " be replaced by the word " primarily ".

Mr. DOTTRENS *(Switzerland)*, rapporteur, then proposed that the word " exclusively ", be replaced by the word " essentially ".

(This latter amendment was adopted; and Article 15, as amended, was adopted.)

Article 16.

(Adopted without discussion.)

Article 17.

Mr. DIEMER *(United States of America)* spoke in favour of the amendment presented by his delegation proposing that the end of the article, after the word " terms ", should be deleted. This proposal was supported by Messrs. TUNCEL *(Turkey)* and DOTTRENS *(Switzerland)*, rapporteur.

(Article 17, thus amended, was approved by 21 votes, with 1 abstention.)

Articles 18 and 19.

(Adopted without discussion.)

Article 20.

Mr. WILSON *(United Kingdom)* suggested slight changes in the drafting of the English text.

(This suggestion was accepted and Article 20 adopted.)

Articles 21, 22 and 23.

(Adopted without discussion.)

Article 24.

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing that the words " mental and physical health " be replaced by the words " physical and mental aptitude ".

(Since the result of the vote taken on this amendment was 8 in favour, and 8 against, the amendment was rejected.

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing that the words " psychological examination " should be followed by the words : " immediately before and during training ".

(This amendment was adopted by 13 votes to 3, with 1 abstention.)

(Article 24 thus amended was adopted.)

Articles 25, 26 and 27.

(Adopted without discussion.)

Article 28.

The CHAIRMAN spoke in favour of the amendment presented by the Italian delegation suggesting insertion of the words " mental discipline and training " after the words " general education ".

After a discussion in which the CHAIRMAN, Mr. DOTTRENS *(Switzerland)*, rapporteur, and Messrs. GALAL *(Egypt)* and AKRAWI *(Unesco)* took part, Mr. GAL *(France)* proposed that the suggestion made by the Italian delegation be amended by the expression " general education and professional training ".

(This latter amendment was accepted and Article 28, thus amended, was adopted by 19 votes and no opposition.)

Article 29.

The CHAIRMAN spoke in favour of the amendment presented by the Italian delegation proposing deletion of the words " and agriculture " in the last line.

After a discussion in which Mr. DEFOND *(France)*, Mr. DOTTRENS *(Switzerland)*, rapporteur, Messrs. GALAL *(Egypt)* and PUTONG *(Philippines)* took part the CHAIRMAN proposed instead insertion of the words " par exemple " after " des cours spéciaux portant " in the French text, the original English text remaining, but with slight drafting changes.

(This latter amendment was accepted and Article 29, thus amended, was adopted by 14 votes, with no opposition.)

Article 30.

(Adopted without discussion.)

Article 31.

Mr. ARMSTRONG *(United States of America)* spoke in favour of the amendment presented by his delegation proposing that this article should read as follows : " The pedagogical aspects of primary teacher training should include a treatment of the nature of the child and his learning, the relation of education to society, the materials of instruction, and the methods of teaching. All of these aspects should be taught with a mixture of theory and practice."

After a discussion in which Mr. DOTTRENS *(Switzerland)*, rapporteur, the CHAIRMAN, and Messrs. ARMSTRONG *(United States of America)*, PONZO *(Italy)*, and AKRAWI *(Unesco)*, participated, it was proposed that the United States' amendment should become Article 29*a*, with the addition of the words " and psychological ", after the word " pedagogical ".

(This amendment, thus modified, was accepted by 14 votes in favour and 4 abstentions, as Article 29a)

Mr. AKRAWI *(Unesco)*, proposed that, in line 2 of Art. 31 of draft recommendation No. 36, the word " should " be substituted for the word " might ".

(This amendment was accepted.)

Mr. LÖFFLER *(German Federal Republic)* spoke in favour of the amendment presented by his delegation proposing that the word " and " in the 5th line of the English text, should be replaced by a comma. He

also proposed that in the 5th line the words " and legislation " should be added after the word " administration ".

(This amendment was accepted and Article 31, thus amended, was adopted, subject to a final re-drafting.)

Article 32.

(Adopted without discussion.)

Article 33.

Mr. WILSON *(United Kingdom)* spoke in favour of the amendment presented by his delegation proposing that the words " both as regards activity methods " should be replaced by the words " both those calculated to develop the growing personality, powers and initiative of the child ".

(This amendment was accepted and Article 33, thus amended, was adopted.)

Articles 34, 35 and 36.

(Adopted without discussion.)

Article 37.

The English text was amended as follows : " Such practical work should comprise not only observation of experienced teachers' work, a graded introduction, etc."

(Adopted as re-drafted.)

Article 38.

Mrs. ANTIPOFF *(Brazil)* spoke in favour of the amendment presented by her delegation proposing deletion of the word " demonstration " before " schools " (in the French text deletion of the word " d'application " after " écoles ").

After a discussion in which Mr. DOTTRENS *(Switzerland)*, rapporteur, Messrs. WILSON *(United Kingdom)*, MOORE *(Australia)* and LEGRAND *(Unesco)* took part, *this amendment was adopted by 7 votes to 3, with one abstention, and Article 38, thus amended, was adopted.)*

Article 39.

Mr. LÖFFLER *(German Federal Republic)*, in view of the amendment made to Article 38, proposed deletion of the word " such " (in French " toutefois ") in the first sentence.

(This amendment was accepted and Article 39, thus amended, was adopted without discussion.)

Articles 40, 41, 42, 43, 44 and 45.

(Adopted without discussion.)

SENIOR BASIC TRAINING COLLEGE BANIPUR

Article 46.

Mr. MOORE *(Australia)* proposed the replacement of all words after " gifts " (8th line) by " the instruction should include among its aims the development of the students' civic spirit and sense of responsibility".

After a discussion in which Mr. DOTTRENS *(Switzerland)*, rapporteur, and Mr. AKRAWI *(Unesco)* took part, the latter proposed that the French text should be maintained, and that the English translation should be revised. Mr. MOORE *(Australia)* accepted this proposal.

(Article 46, adopted.)

Article 47.

Mr. LEGRAND *(Unesco)* proposed the following text in order to take into account the amendment presented by the delegation of the United States of America. " Because one of man's greatest unsolved problems is his relationship to his fellow men, the teacher should have the interests, the attitudes, the knowledge and the skills necessary to teach good human relations, tolerance and solidarity in classroom and home and the local, national and world community ; the training establishment should recognize the paramount importance of this problem and both through instruction and practice, qualify the teacher to teach good human relations and world understanding ; "

After a discussion in which Messrs DIEMER *(United States of America)*, LEGRAND *(Unesco)* and the CHAIRMAN took part, *this revised text was accepted and Article 47 was adopted by 23 votes, with no opposition.*

Article 48.

Mr. CHANDAVIMOL *(Thailand)* spoke in favour of the amendment presented by his delegation proposing that the following sentence be inserted at the end of this article : " it is desirable that the students in the departments of education at the university and the teachers of the primary teacher training establishments should be balanced in regard to the number of each sex ".

After a discussion in which Messrs. ARMSTRONG *(United States of America)*, CHANDAVIMOL *(Thailand)* and Mr. DOTTRENS *(Switzerland)*, rapporteur, took part this amendment was rejected by *11* votes *to 2, with 1 abstention.*

Article 49.

The CHAIRMAN spoke in favour of the amendment presented by the Italian Delegation proposing that the words : " specially in research ", be omitted.

After a discussion in which Mr. PONZO *(Italy)* and Miss DA COSTA *(Portugal)* participated, Mr. DOTTRENS *(Switzerland)*, rapporteur, proposed that the first clause of the article should be amended to read as follows :

" the teachers of pedagogy and psychology should possess high theoretical and practical qualifications."

(This latter amendment was accepted and Article 49, thus amended, was adopted by 11 votes in favour, 8 against and 2 abstentions.)

Articles 50 and 51.

(Adopted without discussion.)

Article 52.

Mr. MOORE *(Australia)* spoke in favour of the amendment presented by his delegation proposing that all words before : " It is highly desirable...", should be deleted.

(This amendment was accepted and Article 52, thus amended, was adopted by 19 votes; with 1 abstention.)

Articles 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, and 65.

(Adopted without discussion.)

The CHAIRMAN announced that a vote would now be taken on the whole of Recommendation No. 36, addressed to the Ministries of Education, concerning primary teacher training.

(Recommendation No. 36 concerning primary teacher training was adopted unanimously.)

The CHAIRMAN stated that the meeting on Wednesday morning would be devoted to discussing and voting on draft recommendation No. 37 concerning the status of primary teachers ; the afternoon meeting would, in principle, be devoted to the closing of the Conference.

Mr. ROSSELLO *(International Bureau of Education)* asked any delegates having amendments to draft recommendation No. 37 to submit them to the Secretariat that evening before 8 p.m.

(The meeting rose at 6.30 p.m.)

SIXTEENTH MEETING

Wednesday, 15th July, at 9.45 a.m.

Chairman: Mr. Giovanni CALÓ

The CHAIRMAN declared the meeting open and gave the floor to the delegate of France who wished to draw attention to a printer's error in the text of a publication which had been distributed to delegates.

Miss CAVALIER *(France)* explained that the figure of 38,000 appearing on page seven of the publication entitled " *L'Ecole publique et ses maîtres* " should read 938,000. She asked delegates to be kind enough to make this correction.

VOTE ON DRAFT RECOMMENDATION NO. 37 CONCERNING THE STATUS OF PRIMARY TEACHERS

TEXT OF DRAFT RECOMMENDATION NO. 37

The International Conference on Public Education,

Convened at Geneva by the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education, and having assembled on the sixth day of July, nineteen hundred and fifty-three for its sixteenth session, adopts on the ..... of July, nineteen hundred and fifty-three, the following recommendation :

The Conference,

Considering that good service conditions are necessary to attract to the primary teaching profession suitably gifted young men and women, in sufficient numbers to provide for the extension of free and compulsory education to all children ;

Considering that the status of primary teachers is closely linked with their professional training which is dealt with in Recommendation No. 36 concerning Primary Teacher Training, adopted by the Conference in its present session ;

Considering that the status of primary teachers in common with that of other teachers is determined in part by legal and administrative guarantees of contract, tenure, remuneration, conditions of service, and social security, and in part by other less easily measured factors which influence the esteem in which the teaching profession is held both by employing authorities and by public opinion ;

Considering that the status of the teaching profession as a whole depends largely on the profession's internal unity, its good relations with the education authorities, the extent to which teachers are consulted in matters affecting both their conditions of work and the standards and content of education, and on the freedom of teaching from direction in matters of personal convictions ;

Considering that primary teachers, in common with others, contribute to their prestige by the quality of their spiritual and intellectual contribution to the nation's life, by bearing their share, individually, in the social demands of their local communities, and by displaying a spirit of service in the interests of their pupils which is evidenced outside as well as inside the hours of paid employment ;

Submits to the Ministries of Education of the various countries the following recommendation :

Administrative Status

1. Where primary teachers enjoy the status of public servants, the general rights and guarantees conferred by such status should not be inferior to those conferred on other categories of public servants.

2. In cases where primary teachers do not enjoy the status of public servants, they should be engaged on contract, the general terms of which should not be less favourable than those of comparable staffs engaged on contract.

3. In addition to general rights and guarantees, primary teachers, whether public servants or engaged on contract, should enjoy certain special guarantees taking into account the specific nature of the primary teacher's function.

4. Without advocating rigid uniformity, sympathetic attention should be given to the steps taken in countries with decentralized systems of education to eliminate as far as possible any excessive inequalities that may exist in the conditions of service, especially in salaries of primary teachers within a given country.

5. Where for administrative purposes primary teachers come under local authorities, steps should be taken to ensure that such authorities, particularly those in rural areas, are in a position to guarantee the rights of primary teachers, especially in regard to the regular payment of their salaries.

6. Primary teachers should enjoy the maximum security of tenure, except in the case of grave misconduct specified in the appropriate regulations as entailing dismissal ; if they fulfil the conditions required, they should be given permanent appointments, or, where this is not considered possible, long-term appointments with the possibility of renewal.

7. The application of the regulations concerning the rights and duties of primary teachers should be the responsibility of the competent authorities who should not be subject to any extraneous pressure or interference.

8. In the event of unsatisfactory work or conduct on the part of a primary teacher, the penalties as defined in the relevant regulations should be applied objectively, and the teacher should have the right of appeal to the appropriate authorities if he feels that he has been treated unjustly.

9. Primary teachers should also have the right of appeal if they feel that the administrative provisions as specified in the law or regulations have been unjustly applied to them.

10. As a general rule authorized delegates of primary teaching staffs should form part of the bodies responsible for examining appeals lodged by such staffs against decisions concerning them made by the education authorities.

Appointment

11. The procedure for the appointment of primary school teachers should be as simple as possible and should be carried out with complete objectivity.

12. The automatic appointment of primary teachers who have obtained the required teaching certificates presents advantages.

13. In countries where this procedure is not applicable, it is advisable to use a selection procedure which affords the candidates all possible guarantees, and takes account of their record during the training course, their qualifications, their extra-scholastic activities, and the results of tests and interviews. The selection boards should comprise or should at least be at pains to consult teacher training staffs, primary teacher staffs and education officials.

14. Where a selection procedure has been adopted for promotion or appointment to higher posts, this should be based on principles similar to those described in Clause 13, and also on candidates' service record and seniority.

15. The periods of probation required in certain countries before confirmation of appointment, should not be unduly long, in order that teachers may enjoy their full rights as soon as possible.

16. Among the means of encouraging teachers to remain as long as possible in one post, and of avoiding too frequent changes, especially in rural areas, appropriate steps should be included which facilitate the appointment of teachers to posts, if they so desire, in their own locality or its neighbourhood.

17. When husband and wife are both teachers, appropriate steps should be taken to facilitate their appointment to the same or neighbouring localities, wherever suitable vacancies exist.

18. In countries where it is possible to do so, the promotion of teachers to a higher salary level should be provided for without necessarily involving the transfer of the teacher to another locality.

Hours of Work

19. In view of the pupils' limited capacity for classroom work, and the supplementary work which the teacher is called on to do outside the classroom, the number of actual teaching hours should not exceed 30 per week ; teaching programmes should permit teachers to prepare their lessons thoroughly, correct the work of their pupils, and leave time for extra-curricular activities, meetings with parents, and professional and cultural studies.

20. The duration of holidays and their distribution over the year should take into account the special need of pupils and teachers for recreation and leisure.

21. Where schools are organized on the basis of double shifts, and where the teacher has charge of alternate groups of pupils, care should be taken to provide adequate staffing so as to keep the teaching load within the limits recommended in Clause 19.

22. Generally speaking, primary teachers' educational and social activities are by their nature likely to tax to the full the working capacity of the teachers. Only those additional activities should be permitted which do not prejudice teachers' ordinary work, and which do not undermine the respect for teachers of the public in general, and of parents and pupils in particular.

Salaries

23. Given the fact that the low qualifications of teachers in public or private schools are often the main reasons for their low salaries and unfavourable conditions of employment, and are also detrimental to the interests of the children, public authorities should consider the desirability of fixing by law the minimum qualifications of teachers in all types of primary schools.

24. Primary teachers' salaries should correspond to the importance of their task, and should not place them in an inferior position as compared with the various categories of public servants or employees with equivalent training or social status.

25. Salary minima should be sufficient to ensure primary teachers, from the very beginning of their career, living conditions which enable them to work well and to establish a home.

26. Salary scales should be drawn up on the simplest lines possible, and in such a way that the proportion of teachers on the lower scale should be as small as possible.

27. While recognising that systems of remuneration vary from one country to another, it appears desirable that the gap between minimum and maximum salaries should as a rule not be too great within the same country.

28. In countries where there are two or more systems of primary teacher training, teachers possessing qualifications involving a longer and completer training should be placed on a higher salary scale.

29. Equally qualified men and women primary teachers should be on the same salary scale ; in countries where this principle cannot yet be applied, steps should be taken progressively to reduce the existing differences.

30. Progress on the increment scale should permit primary teachers to reach the intermediate salary grades as quickly as possible, and at the end of their career to obtain a reasonable pension or lump sum, assuming these are calculated on the basis of salary.

31. Wherever promotion to a higher level of salary advancement is based mainly on selection, steps should be taken to ensure that such selection is made by the responsible authorities, not arbitrarily, but on the basis of seniority, qualifications, ability, efficiency, and merit, considered together.

32. Within any given country with a decentralized educational system, where primary teachers have varying allowances and are on varying salary scales, appropriate means should be found to eliminate as far as possible any undue differences that may exist between rates of remuneration.

33. In countries where pre-school teachers are on lower salary scales than primary teachers, it is desirable to consider the elimination of such inequality, given the same qualifications and training for both.

34. Wherever teachers in senior, complementary or special primary schools require supplementary or specialist training, it appears justifiable that such teachers should receive higher remuneration than other primary teachers.

35. In view of their special responsibilities, head-teachers are entitled to higher salaries grades, where necessary, according to the size of their school.

36. Probationary, replacement, supply, and uncertified primary teachers are entitled to salaries which, although they may be lower than those of permanently appointed teachers, enable them to live in reasonable comfort.

37. In countries where it is not already the case, steps should be taken to ensure that primary teachers' holidays and authorized leave are all fully paid.

Allowances and Privileges

38. In countries where salary scales have not been adjusted to meet the higher cost of living, primary teachers should receive cost-of-living allowances, and such allowances should be periodically revised.

39. Special allowances should be paid to primary teachers working in localities less favoured by reason of their isolation, climate, unhealthy conditions, or other factors, or in large towns with a relatively high cost of living.

40. In view of the housing shortage existing in most countries, it is becoming increasingly desirable that the authorities should provide primary teachers with living accommodation, either free or at a low rent, or with an allowance in lieu.

41. It is desirable that where family allowances exist for other public servants or employees, they should be granted to primary teachers on the same terms as for other servants or employees of comparable status.

42. In cases where teachers are called upon to transfer to other localities in the interest of the service, removal allowances should be paid.

43. It is desirable that primary teachers, especially those working in rural areas, should enjoy certain special facilities in regard to the post-primary education of their children, such as exemption from fees, grant of scholarships, and special terms of admission into boarding schools.

Social Insurance

44. All primary teaching staffs should have a social insurance scheme covering the following contingencies: retirement, compensation for survivors, disability, illness and maternity.

45. Whatever organizations are responsible for administering the social insurance scheme (public bodies, associations of public servants, or private insurance companies), the public authorities should ensure that they are in a position to afford the necessary guarantees and to meet their liabilities towards the beneficiaries of the scheme.

46. Countries exist where primary teachers are not required to pay contributions to the social insurance scheme of which they are members, but wherever they are required to do so, such contributions should not be higher than those paid into the scheme by the public authorities.

47. On reaching a given age or completing a given number of years of service, primary teachers should be entitled to a retirement pension or lump sum; they should also receive a reduced pension or lump sum if they leave the service before the given limits, after completing a minimum number of years of service, with the proviso that such arrangement does not encourage them to leave the service prematurely.

48. In the event of professional disability or incapacity, primary teachers should be entitled to a pension or lump sum proportional in amount to years of service, with a minimum high enough to ensure that the teachers concerned are not in want.

49. In the event of illness, primary teaching staffs should be entitled to sick leave with full pay for a given period, their replacement being supplied by the education authorities ; it is desirable that they should receive an allowance for medical expenses and medicines; in the event of the illness lasting beyond the given period, the pay should be gradually reduced, until recovery or premature retirement on disability pension.

50. All women primary teachers should be entitled to maternity leave with full pay before and after the birth of the child, lasting in all not less than three months, leave in excess of this minimum being reckoned as sick leave.

51. In the event of a primary teacher's death, compensation should be paid to his dependent survivors or at least to his widow, provided she does not remarry, and his children up to a certain maximum age which is not lower than that of the end of compulsory education, and beyond such age if they are pursuing their general or vocational education.

52. It is desirable that representatives of primary teaching should assist in formulating the regulations of social insurance schemes, and should be associated with the administration of the funds and the settlement of disputed claims.

Teachers from other Countries

53. Due account being taken of the various factors on which existing legal provisions concerning the employment of teachers from other countries are based, it is desirable, especially where there is a shortage of teachers, that the possibility be envisaged of admitting such teachers, under certain conditions.

54. To be eligible for appointment to public primary school posts, such teachers should possess the same diplomas as the teachers of the countries concerned or the equivalent.

55. In countries with a federal system, it is desirable that members of a given constituent state, province or canton, have every possible facility for appointment throughout the federation concerned.

The Chairman announced that the meeting would proceed to the discussion and vote on draft recommendation No. 37 concerning the status of primary teachers. The vote would be taken article by article account being taken of the amendments the text of which had been distributed to the delegates. In discussing each amendment, one delegate would be asked to speak in favour and one against. Possibly also, the rapporteur would be asked to give his advice. He mentioned again that each delegation had the right to one vote.

First Consideration.

(Adopted without discussion.)

Second Consideration.

(Adopted without discussion.)

Third Consideration.

(Adopted without discussion.)

Fourth Consideration.

Mr. RAFFERTY *(Ireland)*, spoke in favour of the amendment presented by his delegation and of that of Spain, proposing that the following words be inserted at the end of this consideration : " it being understood that this freedom does not entitle teachers to impart such convictions to their pupils in despite of the rights of the parents."

After a discussion in which Messrs. DE ERICE *(Spain)*, WILSON *(United Kingdom)*, rapporteur, the CHAIRMAN and Mr. DEFOND *(France)* took part, it was agreed to insert, in the French text, the words appearing in the English text and without which the French text was unintelligible, i.e. " and on the freedom of the teacher from direction in matters of personal conviction ".

(Consideration No. 4, thus amended, was adopted by 13 votes and 1 abstention.)

Fifth Consideration.

(Adopted without discussion.)

Sixth Consideration.

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing the addition of a sixth consideration drafted as follows : " Considering on the one hand, that outside the class-room, and without distinction of sex, race, colour, opinions or personal beliefs, primary teachers, like all educationists, should be free to exercise their civic rights, in accordance with the Universal Declaration of Human Rights ; but, on the other hand, that their mission as educationists imposes on them duties towards the children, whose conscience and personality they should respect, towards the families who entrust their children to them, and towards the community in which they are called upon to serve ; "

After a discussion in which Messrs. DEFOND *(France)*, WILSON *(United Kingdom)* (rapporteur) and the CHAIRMAN took part, *this amendment was adopted by 22 votes, with no opposition.*

Articles 1 and 2.

(Adopted without discussion.)

Article 3.

Mr. MOORE *(Australia)* spoke in favour of the amendment presented by his delegation proposing deletion of this article since the guarantees of teachers were specifically mentioned in articles 19, 20 and 21. Mr. WILSON *(United Kingdom)*, rapporteur, agreed to this amendment.

(Article 3 was deleted by 16 votes, with one abstention.)

Articles 4, 5, 6, 7, 8 and 9.

(Adopted without discussion.)

Article 10.

Mr. HOHENWART *(Austria)* spoke in favour of the amendment presented by his delegation proposing that the following words be inserted at the end of this article : "... in disciplinary matters or matters concerning professional qualifications." Mr. WILSON *(United Kingdom)*, rapporteur, seconded this proposal on condition that the word " qualifications " should be replaced by " competence " in the English text. After a discussion in which Messrs. HOHENWART *(Austria)*, GAL *(France)*, AKRAWI *(Unesco)*, and WILSON *(United Kingdom)*, rapporteur, and the CHAIRMAN took part, this amendment was accepted.

Article 10, thus amended, was adopted by 23 votes with no opposition.

Article 10a.

Mr. DIEMER *(United States of America)* spoke in favour of the amendment presented by his delegation proposing the insertion of a new article drafted as follows : " Primary teachers should be accorded the privilege of participating in the formulation of policies which affect their work, and in education conferences in which problems relating to the work of primary teachers are being considered."

Mr. GAL *(France)* agreed to this amendment but proposed the following changes in this text : in the second line replace the word " privilege " by " right " ; in the third line replace the word " affect " by " which concern " ; in the fifth line replace the words (in the French text only) " qui ont trait " by " relatifs ".

Mr. CHANDAVIMOL *(Thailand)* supported the amendment of the United States delegation but proposed insertion of the words " or their representatives " after " primary teachers ".

(These two amendments were accepted.)

Article 10a, thus amended, was adopted unanimously.)

Article 10b.

Mr. GAL *(France)* spoke in favour of the amendment presented by his delegation proposing the insertion of a new article drafted as follows : " For all these reasons, teachers should have the right to join whichever professional organizations they prefer which would be qualified to represent them on all occasions ".

After a discussion in which Messrs. HOHENWART *(Austria)*, DEFOND *(France)*, PETRITIS *(Greece)*, Miss BERTIE *(United Kingdom)*, the CHAIRMAN and Mr. WILSON *(United Kingdom)*, rapporteur, took part it was agreed that the words " for all these reasons " would be deleted, and that the word " freely " should be inserted after " the right to join ".

(Article 10b as thus amended was adopted unanimously.)

Article 11.

(Adopted without discussion.)

Article 12.

Mr. GOZZER *(Italy)* spoke in favour of the amendment presented by his delegation proposing insertion of the following words at the end of this article : " Wherever there is a shortage of teaching staff ".

(This amendment was adopted by 25 votes to 1 with 1 abstention.)

Mr. DIEMER *(United States of America)* spoke in favour of the amendment presented by his delegation proposing that the following words be added at the end of this article : " In making appointments there should be no discrimination because of sex."

After a discussion in which Messrs. BREVNER *(Sweden)*, DOTTRENS *(Switzerland)* and Mr. WILSON *(United Kingdom)*, rapporteur, took part, the following revised wording was proposed : " In making appointments for which both men and women candidates are equally qualified and in circumstances where the appointment of either would be suitable, there should be no discrimination because of sex."

(This revised text was accepted by 32 votes.)

(Article 12, thus amended, was adopted.)

Article 13.

Mr. GOZZER *(Italy)* spoke in favour of the amendment presented by his delegation proposing replacement of the word " record " by " records of achievement and character ".

Mr. DEFOND *(France)* asked that, purely as a matter of drafting and style, the French text of the Italian amendment be revised to read " notes générales et des appréciations portées sur eux ".

(This proposal was accepted and the amendment as thus revised was accepted by 13 votes with 1 abstention.)

Mr. LÖFFLER *(German Federal Republic)* spoke in favour of the amendment presented by his delegation proposing deletion of the second sentence of this article.

Mr. HOHENWART *(Austria)* spoke in favour of the amendment presented by his delegation proposing that this sentence be replaced by the following text: "Provision should be made for selection based on objective principles, either by using selection criteria such as competitive texts, or by establishing selection boards comprising members of teacher training establishments, school inspectorates, and primary teaching staffs, or by using a combination of the two preceding systems".

After a discussion in which Mr. WILSON *(United Kingdom)*, rapporteur, the CHAIRMAN and Mr. HOHENWART *(Austria)* took part, *the amendment proposed by the delegation of the German Federal Republic was adopted by 15 votes to 1; the amendment of the Austrian delegation thereby being rejected.)*

(Article 13, thus amended, was adopted.)

Articles 14, 15 and 16.

(Adopted without discussion.)

Article 17.

Mr. HOHENWART *(Austria)* spoke in favour of the amendment presented by his delegation proposing that this article be redrafted as follows: "Generally speaking, it is not deemed desirable for married couples, or members of the same family, to teach in the same establishment; nevertheless, when husband and wife are both teachers, their appointment to neighbouring schools or, if necessary, to the same school, should be facilitated as far as possible."

After a discussion in which Messrs. GAL *(France)*, AKRAWI *(Unesco)*, HOHENWART *(Austria)*, and DOTTRENS *(Switzerland)* took part, the Austrian delegation withdrew its amendment.

(Article 17 was adopted as originally drafted.)

Articles 18, 19, 20 and 21.

(Adopted without discussion.)

Article 22.

Mr. ARMSTRONG *(United States of America)* asked for an explanation of the meaning of this article.

The CHAIRMAN, speaking on behalf of the Italian delegation, proposed that the first phrase of the article should be worded as follows: "Generally speaking, a primary teacher's entire activity should be educational and social in character, provided that his economic situation is adequate." After a discussion in which Messrs. ARMSTRONG and DIEMER *(United*

States of America), the CHAIRMAN and Mr. GAL *(France)* took part, it was proposed that the first sentence of the article should be replaced by the following text : " The salaries primary teachers receive, should as a rule be sufficient to permit them to devote all their energies to their educational and social activities ; "

(This amendment was accepted by 16 votes in favour, and no opposition.)

Mr. WILSON *(United Kingdom)*, rapporteur, proposed that the word " permitted " in line 4, should be replaced by the word " undertaken ". After discussion, the second sentence of Article 22 was drafted as follows : " Paid work outside the hours of normal employment should be undertaken only if is does not prejudice these activities, and does not undermine the respect for teachers of the public in general, and of parents and pupils in particular."

(This amendment was accepted by 19 votes in favour and 1 against.)

(Article 22, thus amended, was adopted.)

Articles 23, 24, 25 and 26.

(Adopted without discussion.)

Article 27.

Mr. ARMSTRONG *(United States of America)* asked for an explanation of this Article.

After a discussion in which Messrs. ARMSTRONG *(United States of America)*, WILSON *(United Kingdom)*, rapporteur, ROSSELLO *(I.B.E.)*, MOORE *(Australia)*, the CHAIRMAN and Mr. AKRAWI *(Unesco)*, took part, it was proposed that Article 27 should run as follows : " while recognizing that systems of remuneration vary from one country to another, it appears desirable that the gap between minimum and maximum salaries should not be too great within the same country, provided both minimum and maximum salaries ensure adequate remuneration to the teachers ".

(This amendment was adopted by 24 votes in favour with 1 abstention.)

(Article 27, thus amended, was adopted.)

Article 28.

(Adopted without discussion.)

Article 29.

Mr. RODGER *(United Kingdom)* spoke in favour of the amendment of his delegation proposing replacement of the words " cannot yet be applied " in the fourth line by " is not yet applied ".

(This amendment was accepted.)

(Article 29, thus amended, was adopted.)

Articles 30 and 31.

(Adopted without discussion.)

Article 32.

Mr. GAL *(France)* spoke in favour of the amendment presented by his delegation proposing that the French text of this article be improved by replacing the words " réduire au maximum " by " réduire le plus possible ".

(This amendment was accepted without discussion.)

(Article 32, thus amended, was adopted.)

Article 33.

(Adopted without discussion.)

Article 34.

Mr. DEFOND *(France)* spoke in favour of the amendment presented by his delegation proposing that the words " demonstration schools attached to training establishments or in " be inserted after the words " wherever teachers in ". He further proposed that the words " qualification or in " be inserted after the words " require supplementary or specialist ".

(Both of these amendments were accepted without discussion.)

(Article 34, thus amended, was adopted unanimously.)

Articles 35, 36, 37 and 38.

(Adopted without discussion.)

Article 39.

Mr. RODGER *(United Kingdom)* spoke in favour of the amendment presented by his delegation proposing that the words " determination of such factors should rest with the competent authorities " be added at the end of the article.

(This amendment was adopted by 24 votes with 2 abstentions.)

(Article 39, thus amended, was adopted.)

Articles 40, 41, and 42.

(Adopted without discussion.)

Article 43.

Mr. MOORE *(Australia)* spoke in favour of the amendment presented by the United Kingdom and Australian delegations proposing that this article be deleted *in toto*.

(The deletion of this article was accepted by 19 votes to 2, with 3 abstentions.)

Article 44 and 45.

(Adopted without discussion.)

Article 46.

Mr. LÖFFLER *(German Federal Republic)* proposed that the French text should be re-drafted to bring it in line with the English text. (English text remains unchanged.)

(This new wording of the French text was accepted without discussion.)

(Article 46, thus revised, was adopted.)

Article 47.

Mr. RODGER *(United Kingdom)* spoke in favour of the amendment presented by his delegation proposing that : (a) The words : " or both " should be added after : " lump sum ", in line 3 ; (b) in the 4th line, the words : " they should be paid at a proportional level if teachers leave, etc.", should be substituted for the words : " they should also receive a reduced pension or lump sum if they leave " ; (c) the word " stipulated ", in the 5th line, should be inserted before the words : " minimum number ".

(These three amendments were adopted without discussion.)

(Article 47, thus amended, was adopted.)

Article 48.

Mr. WILSON *(United Kingdom)*, rapporteur, spoke in favour of the amendment presented by his delegation proposing that the word " professional ", before " disability ", be deleted ; and that the words : " leading to enforced retirement ", be inserted before the words : " primary teachers should be entitled ".

After a discussion in which Messrs. LEGRAND *(Unesco)*, GAL *(France)*, and the CHAIRMAN took part, *this amendment was adopted by 26 votes in favour, and no opposition.*

(Article 48, thus amended, was adopted.)

Article 49.

Mr. MOORE *(Australia)* spoke in favour of the amendment presented by his delegation proposing deletion of the words : " It is desirable that they should receive an allowance for medical expenses and medicines." He would be prepared to withdraw his amendment on the condition that the following words : " where provisions are not otherwise made ", were added after the word " received ".

(This latter proposal was adopted,)

Mr. WILSON *(United Kingdom)* spoke in favour of the amendment presented by his delegation proposing that the phrase : " the pay should be gradually reduced ", be replaced by the phrase : " the pay should be only gradually reduced ".

After a discussion in which Messrs. GAL *(France)* and LÖFFLER *(German Federal Republic)* took part, *this amendment was adopted by 24 votes, with no opposition.*

(Article 49, thus amended, was adopted.)

Articles 50, 51, 52, 53, 54, and 55.

(Adopted without discussion.)

The CHAIRMAN then put the whole of Recommendation No. 37 concerning the status of primary teachers to the vote.

(Recommendation No. 37 concerning the status of primary teachers was adopted unanimously.)

Mr. GRUNBERG *(International Labour Office)* pointed out that the two resolutions adopted by the Conference were of direct interest to the work of his Organization. He recalled that the Governing Body of the International Labour Office had included in the agenda of the next session of a permanent tripartite Committee the study of employment problems of primary and secondary teachers and of teaching staff in vocational and technical training establishments. The International Labour Office would prepare a report which would examine the general conditions in which the work of teachers is carried on and some of the particular problems which arise in this field—e.g., the contract of employment, hours of work, holidays with pay, methods of remuneration, health protection, vocational guidance and training, and methods and machinery for negotiation and for the settlement of disputes. The activities of the International Labour Office and of the International Bureau of Education would thus converge and become complementary to each other. Whereas Unesco and the International Bureau of Education had been led to undertake studies on certain employment conditions of primary teachers, with a view to achieving their objects of a cultural and technical nature, the I.L.O would be pleased to help in improving the position of teachers in so far as it was a social and economic problem. To build up social peace—and, briefly, peace—by applying the principles of social justice, was in fact the very mission of the I.L.O. Accordingly, the I.L.O was interested in the solution of problems affecting teachers, because of the intrinsic importance of these problems and also of the role to be played by educationists in the life of peoples. During the discussion, reference had been made to the advisability of associating teachers directly in the study of problems which affected them. As far as the I.L.O was concerned, that wish had been realised since 1919. The I.L.O was in fact the only organisation within the framework of the United Nations which provided at all its levels for representation, with equal rights, not only of governments but also of the parties concerned. This structure enabled the various I.L.O bodies to arrive at conclusions which reflected the views both of governments and of those concerned and which consequently had special authority. He gave an assurance that the tripartite Committee of the I.L.O would take note of the Conference's conclusions, and said that he hoped that representatives of the International Bureau of Education would be present during the proceedings of that Committee. In conclusion, he expressed the hope that ties of friendship would continue to unite the International Bureau of Education and the International Labour Office.

The CHAIRMAN thanked the representative of the International Labour Office for his kind words, and the spirit of cooperation in which they had been presented.

Mr. PROWD *(Liberia)* drew the attention of delegates to an error in the summary record of the meeting at which he had had the honour of presenting his report on educational progress in his country. He asked delegates to refer to the definitive text of the summary reports which would be published at a later date.

The CHAIRMAN announced that the final meeting of the Conference would be held that afternoon at 3 o'clock.

(The meeting rose at 1.15 p.m.)

SEVENTEENTH MEETING

Wednesday, 15th July, at 3 p.m.

Chairman: Mr. Giovanni CALÓ

CLOSE OF THE CONFERENCE

The CHAIRMAN opened the closing session of the XVIth International Conference on Public Education.

Mr. JOTTERAND *(Switzerland)*, speaking in the name of Switzerland and on behalf of Mr. Albert Picot and Mr. Antoine Borel, both of whom were away from Geneva, wished to express the general satisfaction with the results of the Conference. The results achieved and, in particular, the two recommendations which had been adopted, met with general approval. The annual reports on educational progress in 1952-1953 had led to a useful exchange of views, and had enabled a valuable assessment of the position to be made. He wished also to mention another positive aspect of the Conference, the atmosphere of mutual trust and respect which, during the past ten days, had enabled educators from the four corners of the earth to link hands in friendly greeting. He thanked the Chairman, Professor Caló, who had controlled the discussions of the Conference with such sure authority, such sparkling good humour. He also thanked the members of the Unesco and International Bureau of Education Secretariats who had prepared and organized the Conference, and he paid a special tribute to Mr. Rossello, whose enterprise and tact had been constantly at the service of those who needed him. Finally, thanks were due to the interpreters, and to the rapporteurs—Mr. Wilson of the United Kingdom delegation, and his friend and colleague Mr. Dottrens. Under their expert direction, a difficult task had been successfuly accomplished. In conclusion, he hoped that the work of the Conference would lead to positive results in the various countries. On behalf of Geneva, he wished delegates a safe return to their home countries, and bade them farewell until the following year.

Mr. LÖFFLER *(German Federal Republic)* recalled that delegates from fifty-two countries and experts from various international organizations had worked together for ten days and exchanged views on the progress of education in their respective countries. The discussion of the national reports was very useful in that it provided a survey of the whole of the teaching world. The problems of the training and status of primary teachers were also of vital importance since they affected the

success of education. The Conference had striven to reach agreement on those problems and the recommendations it had adopted were calculated to lead to improvements in both primary teacher training and the status of primary teachers. All delegates had worked together in a spirit of cooperation, each striving to contribute of his best to the noble cause in the name of which they had come together. He expressed the thanks of the government of the German Federal Republic and of the German delegation for the work of Unesco and the International Bureau of Education. He paid tribute to the Director of the International Bureau of Education, renowned throughout the world for his work in psychology and pedagogy ; the Assistant Director, whose personality and enthusiasm gave constant impetus to the Bureau's work ; the General Secretary, for the efficient and charming manner in which she had accomplished her work ; the members of the Department of Education of Unesco ; and the interpreters and the other members of the Conference Secretariat, who had made so valuable a contribution to the success of the Conference. Special thanks were due to the outstanding Chairman, who had directed the work of the Conference with tolerance and severity and in a spirit of unfailing good humour. The German delegation was happy to have had the opportunity of visiting Geneva once more. The German delegation thanked delegates for their friendly reception and wished them all happiness, prosperity and peace.

Mr. ARMSTRONG *(United States)* desired simply and briefly to describe the impression the Conference had made on him and his colleagues of the United States delegation. All of them were new to the International Conference on Public Education, and much appreciated the help the more experienced delegates had given them. The Conference had certainly led all the delegates to realise that all countries have educational problems, and that all countries are striving in the direction of certain common goals. Among those common goals were (1) the extension of education to ever larger numbers and groups, and the improvement of its standard, (2) the provision of the kind of education that meets the needs of children and society, and (3) placing the control of schools to an increasing extent in the hands of the citizens and local communities which the schools exist to serve. Mr. Armstrong wished to be associated with all those delegates who had congratulated the Chairman and the four Vice-Chairmen on the friendly yet efficient way in which they had handled the plenary sessions, and with those who had offered their thanks to the Director, Assistant Director and Secretariat of the International Bureau of Education, the rapporteurs, and the members of the Unesco staff from Paris. The Conference had been an opportunity for him and his colleagues of making new friends, and he and his colleagues would be happy to welcome all delegates who wished to visit the United States. He wished every success to the delegates in their endeavours to solve their respective educational problems, and hoped that he and his colleagues might come one day and visit the various countries represented at the Conference.

Mr. GAL *(France)* associated himself with all that previous speakers had said, and in the name of the delegation of France thanked the chiefs of Unesco and the International Bureau of Education, the rapporteurs,

the delegates, and, last but by no means least, the interpreters, and the members of the Conference Secretariat whose untiring work had ensured a well-nigh perfect administrative service. The former recommendations of the International Conference on Public Education had always been the forerunners of progress in the educational world, and Mr. Gal believed that the same would prove true of the recommendations formulated and adopted by the present session of the Conference. He hoped that all the ideas that had been expressed and exchanged would be transformed into deeds in countries throughout the world.

Mr. COULON *(Belgium)* expressed his satisfaction at the sound work that the Conference had achieved. For the education authorities in the different countries, the consideration and discussion every year of the reports on educational developments were an invaluable means of stock-taking and led to more intensive endeavour, amicable emulation, and the birth of new ideas. Revered as the capital city of the nations, Geneva, through the sessions of the International Conference on Public Education held annually within its walls since 1934, had also become the capital city of the world's education. Mr. Coulon thanked the Swiss and Genevese authorities for providing an unrivalled setting and facilities for these annual sessions of the International Conference on Public Education, for the Secretariat of the International Bureau of Education, and for the latter's Permanent Exhibition of Public Education and its library of over 100,000 volumes. Educationists throughout the world would share his immense regret if the vital instrument in the cause of the world's education constituted by the International Bureau of Education, was unable to remain on the site of the Palais Wilson, and thus made a sacrifice to the progress of one aspect of technology.

Mgr. HORNSTEIN *(Holy See)* was convinced that all education worthy of the name should be grounded in the education of the human being as a whole. Moral education had always been, and continued to be, a constant concern of the Church, as also the leading part the family should play in education. Mgr. Hornstein emphasized the importance in this connection of that which belongs to the spirit. The study of the psychology of education was in line with the tradition of the Church. Might it not be said that the first apostle of experimental psychology was Hugues de Saint Victor, a learned churchman of the XIIth century whose work was based on experiment in the field of psychology. Mgr. Hornstein concluded by thanking Professor Caló, Chairman of the Conference, for the friendly skill with which he had presided over the discussions and debates, and the chiefs of Unesco and the International Bureau of Education for the welcome they had given to his delegation.

Mr. GALAL *(Egypt)* said that he had always been of the firm belief that only through education would the world be saved from itself. As he had listened to what the representatives of each country had to say about their problems, difficulties, hopes and aspirations, he had been struck by the amazing similarity of people all over the world. Unfortunately, emphasis is placed, not on this similarity, but on the differences between people, and from this arises most of the struggles of the world. Educa-

tionists, however. could see human nature in an integral and true way, and through them the world would be enabled to shape its own destiny. The International Conference on Public Education had an essential part to play in this connection. In the name of the Governments of Egypt and the sister-country of Iraq, Mr. Galal thanked all those who had contributed to the success of the present session of the Conference, at which things had been achieved that could not be achieved elsewhere.

Mr. PUTONG *(Philippines)*, in his own name and that of his government, expressed his sincere appreciation of all that had been done by the International Bureau of Education and by Unesco to organize the sixteenth session of the International Conference on Public Education and to ensure its success. His personal knowledge of educational problems had been immeasurably widened by the contacts and friendships made at the Conference, and the exchange of viewpoints about facts and ideas in the modern world of education. Unesco and the International Bureau of Education had happily and wisely placed two vital problems on the agenda, those of primary teachers' status and training, for such teachers come only second to the children they teach in the shaping of the world of tomorrow. The two corresponding recommendations the Conference had formulated and adopted would produce good results in the teaching profession. He thanked Professor Caló, Chairman of the Conference, and congratulated Professor Piaget and Mr. Rossello, Director and Assistant Director respectively of the International Bureau of Education, on the part their organization had played and would continue to play in the world of education. He thanked the canton and city of Geneva for the kind welcome it had given the delegates.

Mr. D'ROZARIO *(India)* also wished to thank Unesco and the International Bureau of Education, organizers of the Conference, and his fellow delegates and the Conference Secretariat. The Delegation of India had gained much from the work of the Conference, and had made and renewed friendships with many of the other delegations.

Mr. TUNCEL *(Turkey)* emphasized the importance of the work achieved in the past ten days. He was delighted to have taken part in discussions and debates which were unfailingly imbued with the spirit of universal wisdom. This spirit had also inspired the two recommendations addressed to the different Ministries of Education, which the Conference had adopted. Mr. Tuncel would retain the happiest memories of the Conference.

Mr. AKRAWI *(Unesco)* felt it his duty to congratulate and thank all delegates to the Conference, in the name of the Director-General of Unesco, for the zeal and competence with which they had considered the items on the agenda. Unesco attached the utmost importance to the International Conference on Public Education. The fact that the new Director-General of Unesco, Mr. Luther Evans, on the morrow of his election, had arranged to attend the opening meeting of the Conference, showed his intense, personal interest in its intergovernmental discussions of educational problems. The International Bureau of Education, it should be remembered, was four times as old as Unesco. The happy collaboration

between the two bodies took many different forms. Professor Piaget, Director of the International Bureau of Education, for example, had kindly agreed to direct the Department of Education of Unesco for a period of three months, at a moment of difficulty three years ago. Professor Piaget, moreover, was a member of the Executive Board of Unesco. Mr. Rossello, Assistant Director of the International Bureau of Education, moreover, spent half of his working time in Paris, as a member of the Unesco staff. One result of the collaboration between the two bodies was the steady increase of the numbers of persons participating in the sessions of the International Conference on Public Education. At the present session there were 96 delegates representing 52 governments, and observers from six international organizations. The qualitative development of the work was no less outstanding. The report presented by Unesco to the Conference gave details of the practical effects of Recommentation No. 32 concerning Compulsory Education and Its Prolongation, adopted by the XIVth International Conference on Public Education held in 1951. Similar details would certainly be available at an early date of the influence exercised on primary teachers' training and status by Recommendations Nos. 36 and 37, adopted unanimously by the present Conference. The encouraging quantitative development of the Conference clearly showed that an increasing number of countries were recognising the importance of the problems discussed and debated by the Conference. For its part, Unesco would continue to put forward proposals to the Unesco-I.B.E. Joint Committee as to problems of world-wide import calling for study, and thus ensure that no country was neglected. Throughout the present session of the International Conference on Public Education, Mr. Akrawi had appreciated, in particular, the frank, family-like discussions, the cordial relations among the delegates, and the ease with which persons from all parts of the globe had discovered their common interests and concerns in the field of educational problems. He was convinced that the pleasant atmosphere of intimacy and the unsurpassed beauty of the surroundings were largely responsible for the smooth conduct of the discussions and the unfailing unanimity each year of the conclusions reached by the Conference. He trusted that the Swiss and Genevese authorities would continue to give every support and facility to the International Conference on Public Education, and that the Conference would continue to be held in the well-loved town of Geneva, one of the jewels in the crown of Europe. Finally, Mr. Akrawi thanked Professor Caló, who had been elected chairman of the Conference on the grounds of his renown as an educationist and his devotion to the cause of education, and in that capacity had presided over the discussions and debates with skill, decision, and unfailing good humour, the chiefs of the International Bureau of Education, and the Secretariat of the Bureau for the mountains of work it had accomplished with its customary competence and speed.

Mr. PIAGET *(International Bureau of Education)* felt justified in saying that the Conference now nearing its close had been a success. It had adopted two recommendations to the various governments, which were prudent and at the same time progressive. It would now be the task of the delegates to publicise these two recommendations and get them

adopted and applied, in their respective countries. He thanked all who had participated in the Conference for the friendliness, enthusiasm and goodwill which they had shown throughout the whole course of the work. He gave special thanks to the member-countries of the International Bureau of Education, who, like Portugal and Yugoslavia, had opened new stands in the Permanent Exhibition of Public Education, or who, like the German Federal Republic, France, Italy and Switzerland, had re-arranged their stands in this exhibition so as to make them illustrate two of the topics—primary teachers' training and status—on the Conference agenda. Mr. Piaget expressed his satisfaction with the fact that Yugoslavia had become a member of the International Bureau of Education during the course of the present session of the Conference. He wished to state in this connection, however, that of the 52 countries present at this session, only half were collaborating with the International Bureau of Education as members of the Bureau, and hoped that this proportion might be increased at the forthcoming Conference next year. He warmly thanked Professor Caló, Chairman of the Conference, whose learning, courtesy, kindness and sense of humour had been essential factors in the success of the Conference. Mr. Piaget was beginning to understand why Professor Caló was so often asked at home to preside over educational meetings which threatened to be stormy. Mr. Piaget went on to express his deep appreciation of the two rapporteurs, Mr. P. Wilson and Mr. Robert Dottrens. He was also grateful to the Director-General of Unesco, Mr. Luther Evans, whose presence at the opening of the Conference had amply and appropriately marked the importance of the work that was to begin. Last but not least, Mr. Piaget thanked Mr. Lionel Elvin and Dr. Akrawi, Director and Assistant Director respectively of the Education Department of Unesco ; all other members of the Unesco staff who had come from Paris to support the " team " of the International Bureau of Education, in particular Dr. Rahman, Mr. Albert Legrand who gave of himself without stint, and Mr. Pickmal who had been unaided for some days during the Conference, and had interpreted with his customary precision and charm throughout ; and Mr. Piaget's own Secretariat of the International Bureau of Education who had once again proved themselves more than the equal of their task. Mr. Piaget concluded by wishing his colleague, Mr. Rossello, a further twenty-five years of fruitful activity at the International Bureau of Education.

The CHAIRMAN assured the Conference that it was not without regret that he came to his last duty of declaring the XVIth International Conference on Public Education closed. The days of work in common had passed in a most cordial atmosphere of friendship and mutual comprehension. His task as chairman had been greatly facilitated by the delegates' disciplined goodwill, the hard and speedy work of the Conference Secretariat, and the welcome and help to all of the Swiss and Genevese authorities. The work of the XVIth International Conference on Public Education had repeated the success of the previous annual sessions, thanks to the valued help of his four Vice-Chairmen, the competence of the rapporteurs, Mr. Robert Dottrens and Mr. P. Wilson, the ever-present influence of the close and fruitful collaboration between Unesco and the International Bureau of Education, the eminent guidance of

Professor Piaget, and the untiring activity of Mr. Rossello, Assistant Director of the International Bureau of Education, and his staff. The two problems discussed by this intergovernmental gathering were among the most important and difficult of those with which the education authorities are faced. It is at primary level that children are aroused to the inner growth that is the life of the democratic path, and the persons who teach these children must be trained in a way that corresponds to the importance of their vocation, and given the financial, legal and social conditions that match the unequalled dignity of their profession. The International Conference on Public Education, it was true, could only formulate and adopt recommendations, not categorical imperatives, but for this very reason the education authorities might all the more easily and readily find in them ideas and suggestions for improving the educational systems under their control. The recommendations of the Conference, moreover, were not Utopian, but were based on an informed endeavour to bring the ideal to the waiting earth of the different nations. The labour must be unceasing, for the essence of human endeavour is the slow increase of capacity to imbue darkness with light. We educate towards and for the future, in the words of Kant. The human path now calls for full and constant awareness of the spirit. Destiny would be persuaded to take another turn if the goodwill pervading the assembled delegations of the International Conference on Public Education could always pervade other gatherings to discuss and meet the needs of the world community.

Mr. Caló then declared the XVIth International Conference on Public Education closed.

(The meeting rose at 5.30 p.m.)

TEXT OF THE REPORTS

General Report on

PRIMARY TEACHER TRAINING

presented by Mr. Robert DOTTRENS, rapporteur

Introduction

Primary teacher training was an item on the agenda of the IVth International Conference on Public Education, held in 1935, and appears again on the agenda of the present, the XVIth, Conference. In addition to working papers prepared by Unesco, delegates have at their disposal the published results of an inquiry carried out by the International Bureau of Education on primary teacher training, covering sixty-six countries. With these documents as basis of discussion, the Conference will be asked to draw up a recommendation to the Ministries of Education, concerning the improvement of primary teacher training and of the standards of primary education.

In view of the vast activities of Unesco for bringing education within the reach of all persons throughout the world, delegates will realise the importance of the subject they are called on to examine. The role played by primary teachers in education, moreover, is such, that the subject of their training is one of the most important of all educational problems.

Discussion in this report will be limited to the general education and professional aspects of primary teacher training, but it should be borne in mind that the education such teachers are able to give is the distillation and outcome of much wider religious, philosophical, and social thought.

The modern world is evolving socially, economically and politically in such a way that individuals occupying even the humblest social station are called on to possess a certain independence of thought and power of judgment. The task of education is thereby immeasurably widened. It is no longer possible to entertain the idea that education can be limited to the three " R's ". Education is now expected in every way to foster and encourage the growth of that independence of thought and action that every human being now requires to possess, in addition to providing the indispensable minimum of elementary knowledge, a minimum which in any case goes far beyond the three " R's ". Such being the case, it is evident that a heavy demand is made on the primary teacher in regard to the extent of his knowledge, intellectual maturity,

and human qualities. One needs in this connection merely to think of the part he plays in, for example, an isolated rural community where the school is the only source of culture; in such circumstances he must be leader and guide, not only for the children, but for the population as a whole.

The recommendation on the improvement of primary teacher training passed by the International Conference on Public Education in 1935, will be of immense help. The suggestions it makes are still fully valid.

Inspiration may also be found in the suggestions formulated by the Pan-American Education Seminars of Caracas (1948), Rio de Janeiro and Montevideo (1950), and by the conference held in the autumn of 1952 in Bombay.

Further aspects of the subject merit attention at the present time, concerning developments that have occurred in this field. It would appear particularly necessary to examine such aspects, inasmuch as present conditions in numerous countries have led the authorities to treat such aspects as merely secondary concerns. The main concerns of the authorities appear to be ones of a quantitative nature: where to find sufficient teachers to meet the demand arising through literacy campaigns and the institution and prolongation of compulsory education, increased birth rate, immigration, etc.

Concerns of this quantitative kind have certainly led the authorities to take energetic steps to ensure the development and maintenance of educational services, and many important experiments and innovations have been made, particularly in connection with the discovery of persons who at a relatively advanced age find they have the ability and desire to teach.

It is desirable, however, to look ahead, to consider the return to normal conditions, to plan for the future, and this is indeed the main function of a conference such as the International Conference on Public Education. What form should primary teacher training take in order that the teachers of tomorrow may be able to accomplish the tasks assigned to them by society, in order that the "art of education", referred to yesterday by Professor Jean Piaget, Director of the International Bureau of Education, may be exercised well and securely? How shall those candidates for teaching be chosen, who possess the inner resources enabling them throughout a long career to maintain the happy spirit without which the daily task becomes an intolerable burden?

Education, be it remembered, is action, self-sacrifice, and example. The actual practice of teaching, however, entails difficulties and ardours which the practioners must be trained to face. Let us briefly pass them in review.

The outstanding characteristic of teaching at primary level is that adults are alone for long periods with a group of children. For these adults, the psychological consequences of such a situation are not always of the happiest. Some of them, of course, find in it a source of renewed youth and joy, but others fall prey to the facile superiority born of mere absence of an opposition. For persons in a situation where they are always right, the temptation is great and insidious. Another difficulty primary teachers have to face is the potential monotony of their work. Day after day, year in, year out, they have to repeat the old lessons,

use the same textbooks, give the same advice, and even the best of them are often sooner or later drowned in the sea of routine. Their work comes to have no part or place in their dreams of what they are capable of. Instead of overcoming their professional lassitude by finding the ground of reality in their work, they surrender themselves body and soul to some outside interest. The inner man lives apart from his work. These difficulties are increased, moreover, if primary teachers' material conditions are unsatisfactory, but this is a problem that concerns the second item on the Conference agenda.

One further factor merits attention. Under Unesco auspices a conference was held in November and December, 1952, on the education and mental health of children in Europe. The question of primary teachers in relation to children's mental health was discussed at length by the experts attending this conference. The conclusion they reached, was that the most important factor in the contribution schools can make to children's mental health is the mental health of the teachers concerned. In other words, if mentally balanced teachers are available, there will be far fewer cases for re-education. The influence for good or evil of a teacher depends to a very great extent upon his idea of his task and his idea of the nature of his pupils.

These ideas are in turn largely determined by his mental well-being, character, and temperament, his emotional, intellectual and moral make-up, and his consciousness of, and the extent to which he has solved, his personal problems.

The number of teachers enjoying adequate mental health is undoubtedly limited. The reasons for this state of affairs cannot be examined here. It must suffice to insist that it is increasingly necessary (1) to have candidates for teaching, psychologically examined preferably before they are accepted, or before they are appointed to a post, and (2) to organise a psychological service to help teachers-in-training and serving teachers alike, without pressure of any kind, to solve their personal problems.

It is unreasonable to expect any teacher to understand his pupils and act effectively on expert advice regarding their mental health, unless he himself has come to terms with his own life and taken steps to improve it. This is an aspect of teaching and training for teaching which the International Conference on Public Education held in 1935 ignored completely, and of which the reports submitted to the present conference seem also to take little or no heed.

Connected with this aspect of teaching and training for teaching, is the need to give greater importance to the social part of primary teacher training. Full details of what is being done in this field are to be found in the published results of the inquiry on primary teacher training carried out by the International Bureau of Education.

It must therefore suffice here to give what should be the two main characteristics of such social training of primary teachers, in the light of today's resources and tomorrow's needs. The first is a natural result of the progress made in social science, the second of the higher rate of economic and social change at the present time.

The borderline between sociology and psychology is at the present time becoming increasingly difficult to trace in certain fields. The sociology of groups and social psychology are alike tending towards the study of

human relations and ways of improving them. There would appear to be every advantage in introducing teachers-to-be to a study of this kind, which can effectively help them to perceive and comprehend the myriad actions and reactions of the children and adolescents they will teach, and to work actively for mutual understanding, respect and tolerance in their school and community. The probable consequences of the changes constantly being made in the economic and social structure of society—the increasing use of machinery, rationalisation, new sources of energy—were brilliantly and authoritatively analysed in Harold Rugg's recently published " The Teacher of Teachers ". More than ever in the past, he insisted, teachers are called on to adapt themselves to changing circumstances, and can no longer merely pass on the cultural heritage of the past.

Primary teacher training must, it is clear, be increasingly in harmony with new circumstances and needs. Its professional and social aspects must gradually be made more advanced, and more firmly grounded in a sound general education. Professional studies, in other words, must follow on a course of general education advanced enough to ensure maturity.

In a number of the more developed countries this goal has already been achieved, and primary teachers are trained at university level, after the completion of their secondary education. The advantages of such a system are too obvious to need stressing ; an adequate level of general education having been ensured through completion of secondary education, subsequent training may be concentrated on the specifically professional aspects, and a thorough study made of pedagogy and psychology, adequate time devoted to teaching practice, and room found in the curriculum for some sociology, community hygiene, economics, and hobbies. The students themselves are in a better position to carry out individual research, an activity which is wellnigh out of the question if the time-table is over-burdened by the double necessity of giving general education and professional training.

The facts must be faced, however. The ideal separation described above between the general and professional aspects of primary teacher training has been more or less realised in the privileged countries, but this is far from being the case over a very large part of the globe. In the majority of countries, primary teacher training establishments are at secondary level or between secondary and university level. The study by the XIVth International Conference on Public Education of compulsory education and the problem of its prolongation, clearly revealed that shortage of primary teachers is one of the main obstacles to the effective application of compulsory education measures throughout a given country. Faced with the problem of teacher shortage, the education authorities are obliged to lower their requirements for admission to primary teacher training, and get as many recruits as they can. Another factor is expense ; primary teacher training at university level or between secondary and university level, inevitably costs more for both government and students than at secondary level.

After envisaging the problem in this broad way, attention may profitably be turned to conditions as they now exist in the various countries. A review of this kind will serve as basis for fruitful discussion and the formulation of a recommendation that it is possible to carry out.

Conditions of Admission

In the countries where primary teacher training is given at secondary level, candidates for such training are required as a general rule to be not less than twelve, thirteen, fourteen, fifteen or sixteen years of age, or in a few cases not less than eleven years of age. The query has already been raised as to whether candidates at any of these ages have sufficient general education or are mature enough to be able to decide in any final way that they want to take up so arduous and so responsible a profession as teaching.

In addition to having attained a certain age, candidates for primary teacher training are required to pass an entrance examination in many countries, while in others possession of some kind of general school leaving certificate is sufficient. The delicate and difficult task must also be undertaken of ensuring that selected candidates are free of defects likely to prejudice their future work or their satisfaction in its performance.

The greatest importance attaches to their character, their sense of fair play and responsibility, their will to work and serve, their mental and emotional make-up, their optimism, their social sense.

Selection by means of " projective " tests is already in existence in some countries. Appropriate tests have been in use in the canton of Neuchâtel in Switzerland, for example, for the past two years, and are giving satisfactory results. One interesting method of selection of candidates, mentioned by few of the replies to the inquiry on primary teacher training carried out by the International Bureau of Education, is that of an interview through which the selection committee is able to learn something of the candidates' personality, vocation and level of general education, but which is free of the traditional examination atmosphere.

In contrast to secondary teachers, who are now required to be specialists, primary teachers must possess wide-ranging intelligence and interests, backed by practical ability. They must be able to deal with questions touching on many fields of knowledge, and possess a developed capacity to arouse interest, sympathy, confidence, and endeavour. They must intuitively guide and influence their pupils, and when necessary intervene effectively and wisely. Such are the varied qualities demanded of the good primary teacher.

The selection of candidates for primary teacher training and of teachers-in-training should therefore not be based merely on intelligence and knowledge, but should also take account of such essential factors in teaching as artistic (in particular, musical) and practical proclivities and character traits.

Candidates for primary teacher training, moreover, are required to be of satisfactory health and conduct, in all countries.

Fees, Scholarships

Primary teacher training is free of charge in the vast majority of the countries covered by the inquiry carried out by the International Bureau of Education. In some cases teachers-in-training are in addition boarded and lodged free in a boarding establishment attached to the

training establishment. Scholarships for primary teacher training are provided in many countries for candidates fulfilling certain conditions as to, for example, their school record, conduct, and means. Very few replies, however, refer to any system of remuneration or allowances for teachers-in-training. In some cases they do supply work for which they are paid, in addition to the required periods of teaching practice. Some such system of remuneration or allowances has decided psychological advantages, inasmuch as the young students are made to feel that they are being paid rather than assisted, and the practical contacts with the primary school are the source of invaluable experience.

Curricula

The duration of a primary teacher training course depends, of course, on the required level of preliminary education. Such a course frequently lasts only one or two years, if it is given at university level. If given at secondary level, it may last as much as six years, the early years then often being devoted exclusively to general studies and the time spent on the professional aspects of the course often being inadequate.

The minimum age of admission to primary teacher training and the duration of the course are connected with the age at which the students may obtain their teacher's certificate and secure an appointment. In some countries students get their certificate and their first appointment at eighteen or even between sixteen and seventeen, at an age, that is to say, at which they may well lack the necessary maturity and authority. It appears highly desirable that the education authorities should gradually prolong the primary teacher training course, and thereby postpone the students' first appointment to a post until a later and more suitable age. In cases where the training course is given at university level, the students are generally between twenty and twenty-three years of age on first appointment.

Primary teacher training curricula show a great deal of variety, but most of them cover the following groups of subjects : (a) general studies (languages, science, history, mathematics, etc.) ; (b) professional studies (psychology and pedagogy) ; (c) art and handwork activities ; (d) periods of teaching practice.

The relative importance given by curricula to each of these groups of subjects, however, varies considerably. When the course takes place at secondary level, most time is usually devoted to the general studies, and the professional studies (education, psychology, methods, etc.) and the vitally important teaching practices tend to be crammed into the final stages of the course.

Professional Training

The International Bureau of Education inquiry on primary teacher training secured data, so far as the professional aspects of training are concerned, under the headings of (a) pedagogical training ; (b) psychological

training; (c) practical training; and (d) social training. The content and results of such training are conditioned by teachers' psychology and mental attitudes.

The ideal approach in this field is to ensure: (a) training curricula and methods which arouse and maintain the interest of the students in all aspects of children's school activities, work and behaviour; (b) the welding of the students into a community which gradually becomes aware of its membership of the community to which all educators belong, and of being individually responsible for worthily completing the training course; (c) good attitudes and examples on the part of the training establishment and demonstration school teachers.

Primary teacher training staffs should constantly bear in mind their role of " the elder brother " whose knowledge, experience and advice is at all times available. Through personal contacts arising in the course of conversation, excursions, and the like, they can find myriad opportunities of discovering and revealing the hidden proclivities, scientific and artistic, of the students, which will help them in later years to make intelligent use of their leisure and happily to complete their education and training. Members of primary teacher training staffs are called on to be enthusiastic leaders arousing joy in work and desire for self-improvement. The important topic of the selection and training of " the teachers of teachers ", however, is beyond the scope of this report, as is also the equally important topic of the selection and training of class teachers in the demonstration schools.

It must be insisted, however, that the selection of such class teachers is of the highest importance, for the simple reason that their influence on teachers-in-training is considerably greater than that of the primary teacher training staffs proper. It is they, after all, who teach the secrets of class discipline, and set the particular tone of a lesson which the teachers-in-training will one day adopt in their own classes. The demonstration teachers also need to possess, beyond their teaching aptitudes, character, an even temper, and a willingness to work and serve. Demonstration teachers, in fact, must be the prototypes of the ideal teacher. Scepticism, bitterness, and instability will unfit them for the high task of arousing and maintaining enthusiasm for the work of education. In their case also, teaching capacity must be supported by qualities of character embracing good humour, optimism, willingness to serve, joy in work.

All teachers-in-training should be under constant kindly observation, to see whether they truly possess the qualities which will fit them for the calling for which they are preparing. A resolution was passed by an education seminar of German, English, American, French and Swiss educators, held in 1949 at Essling in the German Federal Republic, to the effect that the services of a psychologist or educational guidance councillor should be available to teachers-in-training to help them overcome personal and professional difficulties of an intellectual or emotional nature, and that such students should be under constant observation and control.

Psychological help of such a kind, while it would undoubtedly prove effective for the purpose for which it was instituted, could only be offered and accepted in that atmosphere, reference to which has been made above, of complete mutual confidence and community.

It is fully justified, moreover, to reject teachers-in-training who give evidence during their training that the hopes entertained of them on selection are not going to be fulfilled.

In matters so delicate, it would be impossible to exaggerate the importance of reliable diagnosis. All that can be said with assurance is that it is probable, but by no means certain, that a student whose observed behaviour during training has been good, will be a good teacher. The rightness of such favourable judgment will be greatly influenced by his future surroundings, conditions of work, and family circumstances, notably his marriage.

Certain kinds of diagnosis, however, are almost always right. It is not easy to be wrong, for example, in the case of a teacher-in-training who proves to be lazy, quick-tempered, unstable, uncouth, who is markedly unbalanced, that is to say, morally or psychologically, and who shows no signs of being able to mend his ways. He is not a suitable candidate for the teaching profession, and should be eliminated.

The double task of primary teacher training establishments may thus be briefly defined as being to arouse and maintain a sense of vocation among the students, on the one hand, and to eliminate those among them who are unable to respond, on the other.

The primary teaching body should consist of individuals devoted heart and soul to their work and their country, and this should be constantly borne in mind by those responsible for training this body. On primary teacher training depends, in the last resort, whether the influence is to be for good or for evil, which a given primary teacher is going through thirty years of service to exercise on thirty successive groups of children, and ultimately on the entire population of the place where he lives.

Pedagogical training. It is necessary for teachers to have a clear view of the aim of education as a whole, and of the means whereby that aim may be attained, and the training they receive in the science of education should therefore be as practical, concrete and non-academic as possible. Such matters as philosophy and history of education, ethics, comparative education, school organisation, legislation, and hygiene, and general and special method, should all be taught to them in such a way as to arouse interest in a given fact, in the influence of a given personality, in the myriad solutions found at differing times and places to a given educational problem. This is a field in which knowledge is secondary to the asking of questions and the ability to think.

Pedagogical training should attach special importance to experimental pedagogy offering as it does a useful instrument whereby to see the daily task in an objective way and to test the validity of its results.

Psychological training. It appears desirable to give the greatest possible emphasis to this aspect of professional studies. Educationists and education authorities are everywhere in general agreement that all educational activity should be conducted with reference to the psychology of the pupils. The view that teachers need only a general notion of deductive psychology and can without harm be kept ignorant of experimental psychology as applied to education, is no longer tenable.

Most if not all primary teacher training curricula include, of course, instruction in the theory of general, child and adolescent psychology,

but it is essential that students be taught in addition to use and apply intelligence, psychological and other tests. Experimental psychology is today a rapidly developing science, and training in it can most suitably be given at university level. It covers both the individual and the social aspects of the spiritual, intellectual and emotional development of normal and abnormal children.

The teachers of psychology at the primary teacher training establishments should be so trained in the theory and practice of their subject that they are able to impart the spirit and attitude necessary for understanding the elusive and complex psychological problems children can present to the class teacher. If the subject be approached in this way, it can contribute to the teacher's sense of the dignity and worth of his profession.

Students at primary teacher training establishments should be given a good grounding in psychology in their last year of studies, closely coordinated with their pedagogical and practical courses, and covering mainly child and adolescent psychology, the psychology of the adult illiterate, and a study of the intellectual, emotional, and social development of abnormal children.

The fullest attention should be given, in regard to the effective teaching of psychology, to the recommendation passed by the International Conference on Public Education, convened by the International Bureau of Education and held in Geneva in 1935.

Practical training. Most primary teacher training establishments have a demonstration school at which their students can do the exercises and teaching practice included in their curriculum, under the guidance of the teacher training and class teachers, and attend demonstration lessons. In many cases the total period devoted to teaching practice is merely a matter of a few weeks. Teaching practice is of such obvious importance that the time devoted to it might well be lengthened very considerably, and in this way it might prove possible to give the students experience, not only of the rather special conditions of the demonstration school, but also of those of various types of ordinary primary schools.

Social training. The social part of primary teachers' professional training takes varied forms. In some countries their curriculum includes subjects such as sociology, civics, and political-social instruction, while in others the social training they receive is given more through their life in common at the boarding establishment where they live, their extra-scholastic activities, and participation in youth movements.

In view of the predominantly social nature of the educator's task, it would appear desirable to give greater attention to primary teachers' social training and to integrate it more closely with the training course as a whole.

Sex Factor in Training. The primary teacher training course is essentially the same for both male and female students in most of the countries replying to the International Bureau of Education inquiry, except in regard to those subjects customarily regarded as being specifically reserved for one sex. Dressmaking, needlework, and domestic economy,

for example, are generally considered to be for women, while handwork, agriculture, and the like tend to be reserved for men.

Where it exists, a more important differentiation in curricula on the basis of sex may take the form of female students being occupied with feminine crafts while the male students are engaged on supplementary general education (science, literature, etc.) and civics courses. The query is surely justified as to whether such differentiation is really advisable. Female students should certainly have some training in subjects usually taught only to girls at the primary school, but it is doubtful whether such training should be given at the expense of more fundamental parts of their training.

Rural Teachers' Training

Relatively few of the countries covered by the International Bureau of Education inquiry have a special training course for rural teachers. Where it exists, such a course appears to be a less advanced one than that for urban teachers, or is simply the ordinary training course supplemented with some instruction in agriculture.

Given the special character and conditions of teaching in rural areas, differential training for rural teachers might well be held to be justified. It should be remembered, however, that it is above all in rural, isolated areas that the primary teacher's influence must necessarily extend beyond the four walls of his school and reach the community as a whole. The rural primary teacher has often a decisive part to play in the community in which he lives, and the extent and variety of knowledge and experience he must possess, are correspondingly great. Given the fact that the demands made on him are wider and heavier, it is paradoxical, however much circumstances may make it inevitable, to give the rural teacher less advanced training than his urban colleague. The whole question is one deserving the closest study. Education authorities should be recommended to do all in their power to improve the conditions under which the rural teacher has to work, and thus to remove the causes of the unwillingness of primary teachers to go to a rural area. Suitable measures to this end include higher salaries, improved living conditions, and periodical special leave enabling the rural teacher to renew contact with the world of culture.

Primary Teachers' Further Training

Educational science and methodology are developing rapidly at the present time, and serving teachers therefore need further training and refresher courses more than was the case in the past.

Suitable means of giving further training include the following, all of which have been discussed, approved and reported on by the Unesco Education Seminars: courses and correspondence courses; regional educational conferences; conferences on special topics (backward children, for example); regional and central libraries (both general and educational);

training at university institutes of education; educational museums showing present trends in educational methods; the publication of fundamental works on education; the publication of books written by teachers; the printing of psychological observation cards; travelling scholarships; the issue of suggestions to teachers; regular educational congresses. Additions to the list might include excursions and visits, seminars, and broadcasts, and also the work of inspectors, considered not as control but as educational advice and guidance.

Opportunities for further training leading to a higher post in, for example, a senior primary, secondary, or university school, should be available.

The only difficulty these excellent means present is the necessity of their being applied in practice. The way they are brought into existence, moreover, will influence their results. Credits may be earmarked for further education in the budget, but this is of little use if the teachers whom it is to benefit remain uninterested, and uninterested teachers will be, if they have no part in creating the circulars, suggestions, and convocations they receive. Action by others does not necessarily arouse the willingness to act.

Whatever means to further training are adopted, must accomplish the aim of maintaining the desire to continue learning, spiritual vigour, and interest and enthusiasm for the work in hand. To this end it may prove necessary to find means, other than those listed above, whereby the teachers are themselves the agents of their own improving competence.

The numerous arrangements made in all countries by the education authorities, the teachers' associations, and individual teachers for securing further training indicates clearly the importance that, deservedly, is attached to it. The scope of such arrangements, however, is often limited by financial considerations, and as a result not all teachers are able to take advantage of them. An increase of financial aid for such arrangements would be amply repaid in the form of higher standards of teaching.

Emergency Training Courses

Reference has already been made to the shortage of teachers affecting the majority of countries covered by the International Bureau of Education inquiry. This shortage is in part a result of the war, the increased birth rate, and the generalisation and prolongation of compulsory education.

Many education authorities have been forced to institute emergency training courses in order to meet this shortage.

Some of these courses are limited through circumstances to imparting merely the rudiments of teaching to students whose standard of general education leaves much to be desired, others are more advanced and may involve an entrance examination and other more or less severe conditions of admission. Certain emergency courses even require students to pass supplementary examinations or undergo further training at some future date after their appointment to a post. By their very nature, however,

emergency training courses are necessarily inadequate, and should be regarded as no more than temporary measures to be discarded as soon as conditions return to normal.

* * *

The ideas and suggestions put forward in this report will certainly strike some persons as inadequate, others as too ambitious, given the great diversity of educational systems and possibilities of reform.

It is assuring to reflect, however, that the desire to improve national education is one shared by all countries throughout the world, as their respective progress reports on education clearly show.

It is therefore reasonable to hope that each of these countries will endeavour to the utmost extent of its resources to profit from the recommendation that the Conference will now be called on to make.

Over two hundred and fifty years ago, Fénelon, great French educationist and forerunner of Rousseau, in his book [1] on the education of girls, wrote : " When you undertake to write a book on the best education for children, you don't do so in order merely to advance imperfect principles. You are not to be criticised if you aim at perfection. While it is true that practice inevitably lags behind the thoughts that flow so easily onto the paper, it is nevertheless useful to have known perfection and to have strived to attain it. That is, in fact, the best means of nearing perfection."

These lines of Fénelon may appropriately serve to conclude this report, and to introduce the general discussion that will now follow.

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[1] FÉNELON : *Education des filles*. Chapter XIII.

General Report on the

STATUS OF PRIMARY TEACHERS

presented by Mr. Percy WILSON, rapporteur

Administrative Status

A study of the conditions of primary teaching staffs in the different countries shows that, in the majority of cases, public primary teachers rank, legally or in practice, as officials, that is to say, as agents of the public service, and have the corresponding rights and duties. Although the structure and mode of operation of the public services vary greatly from one country to another, which therefore makes a comparative study of the various systems now in force difficult, it is possible to distinguish certain categories of organisms responsible for the employment of primary teachers. In certain countries, primary teachers are officials of the central government, in others, especially those of the federal type, they are employed by the provincial, cantonal and like authorities; in still other countries they are attached to the local authorities such as municipalities, district school boards, etc., and it may sometimes happen that, within one and the same country, teachers of certain schools may be employed by one of the organisms mentioned above, while others teaching in different types of schools come into a different category.

Permanency of tenure would appear to be one of the first rights to be accorded to primary teachers. Needless to say, guarantees of such permanency depend to a certain extent on prevailing conceptions of the organization of public services. Among the systems guaranteeing permanency of tenure, mention should first be made of that whereby public primary teachers enjoy a legal status. Under this system they are generally appointed in the first instance for a probationary period of varying length, and then on a certificated basis, if their work is satisfactory, thus benefiting from the statutory or legal conditions pertaining to their office. Permanent or long-term tenure is guaranteed, and the teachers then have the right of appeal in the event of dismissal on allegedly arbitrary grounds. Generally speaking, teachers under this system remain in the service until the age of retirement as laid down in the regulations.

In certain countries, however, the most usual system is for public primary teachers to be employed on the basis of a special contract between the individual teacher and the employing body. Such contract defines

the length of appointment or the conditions under which it may be annulled. This system is sometimes to be found co-existing with a system whereunder public primary teachers rank as officials.

Salaries

In the majority of countries, the salaries of public primary teachers are usually paid by the same authority as employs them. Thus it follows that responsibility for payment falls most frequently on the central or provincial government, or similar administration. In some cases, however, local authorities such as municipalities, district school boards, or other administrative organisms, are responsible, and quite often these receive financial assistance from the state or central or provincial authority. Only rarely are the municipalities expected to refund to the state or higher authority part of the expenditure incurred by that authority in respect of primary teachers' salaries.

A study of the general characteristics of primary teachers' salary scales reveals in the first place the great difficulty of comparing scales in the different countries, inasmuch as the purchasing power of money and living costs vary widely from one country to another, and even within a given country. It is possible, however, to discover the general principles and criteria on which the various salary scales have been built.

In countries where educational administration is centralized, there usually exist salary scales which are uniform throughout the country, whereas in countries where educational administration is decentralized, there is generally a number of scales varying according to their origin in a federated state, province, commune, or independent body. The tendency in almost all countries where salary scales are not uniform throughout the country, is to establish such uniformity.

These are not the only factors tending towards salary differences among primary teachers. In certain countries, there is discrimination between the salaries paid to men primary teachers and those paid to women, a discrimination which in most cases operates to the advantage of men teachers. Other factors leading to discrimination include the size of the population of the locality in which the teacher is working, the urban or rural character of that locality, the length of his professional training, and the qualifications and certificates he holds.

To these factors must be added the general practice for promotion to higher posts or to advancement in the salary scale. Promotion may be based entirely on length of service, or it may take account of teaching ability. In certain cases, the maximum salary can be reached in a relatively short time, in others, teachers are required to teach for quite a considerable length of time before reaching the maximum salary.

In many countries, nursery-infant mistresses and teachers in special schools and in senior schools have salary scales differing from their colleagues in the primary schools. Generally speaking, the salaries of nursery-infant mistresses are lower than those of primary school teachers. On the other hand, teachers in special schools and in senior primary schools are generally on a higher salary scale than ordinary primary

teachers, or else they receive special supplementary payments. There are exceptions to this rule, however, and in some countries special school and senior primary school teachers come under exactly the same regime as ordinary primary school teachers.

Primary headmasters or headmistresses usually receive higher salaries than primary teachers. They either have separate salary scales or receive headship supplements.

Certain countries pay future primary teachers a salary during their professional training. In most cases, this allowance is inferior to the commencing salary of primary teachers but may sometimes be equivalent to it.

In order to form some idea of the material standard of life of primary teachers in any given country, it is necessary to know what proportion of men and women teachers is to be found at each grade of the salary scale. Theoretically it should be possible to specify (a) those countries where the majority of primary teachers are in the lower salary grades, (b) those where the majority are in the middle grades, (c) those where the majority are in the higher grades, and (d) those where primary teachers are distributed more or less evenly among all the grades.

Allowances and Privileges

The various allowances granted to primary school teachers in most of the countries replying to the inquiry can be classified as cost-of-living allowances enabling salaries to be adjusted to a rising cost of living, residence allowances granted to teachers in certain districts or areas, lodging allowances (sometimes in the form of free living accommodation), family allowances providing financial assistance to men and women primary teachers with children or with other persons dependent on them, removal or travelling allowances granted to primary teachers in certain cases, and supplementary allowances granted to primary teachers with special qualifications or entrusted with special tasks in addition to their normal obligations.

Mention should also be made of the facilities granted in certain countries for primary school teachers to pursue their studies. It does sometimes happen also that primary school teachers are allowed supplementary payments for special occasions such as marriage, birth of their children, etc.

Additional Salaried Activities

The salaried activities which public teachers are authorized to take up in addition to their ordinary teaching work may be considered under three headings : additional activities of an official educational character, those of an official non-educational character, and those of a private character.

The most frequently authorized additional official activities are those of an educational nature—although there are a number of exceptions—

including work in connection with evening or continuation classes and other types of classes.

Among the additional activities of an official but non-educational kind, for which authorization is sometimes given, mention should be made of certain administrative posts such as town clerk, registrar, justice of the peace, and even in some cases election to public bodies of various kinds. With regard to such election, in some countries teachers are given leave of absence and retain all the rights (including right to promotion by seniority) attached to their teaching post, while in others their mere acceptation of election is taken automatically to signify their resignation.

The private additional activities that primary teachers are permitted to undertake may be of an educational or a non-educational kind. The former are authorized in many countries where primary teachers are permitted to give private lessons, publish textbooks, etc. The latter activity is, however, subject to the obligation in some countries to sell the copyright of the textbooks outright, and not to retain any interest in them whatsoever. Private activities of a non-educational kind, particularly those of a commercial character, are often forbidden.

As a general rule, authorization to assume additional activities is conditional on such activities being prejudicial neither to the satisfactory accomplishments of the teachers' ordinary work nor to their good name with their pupils and the general public.

Hours and Holidays

The number of class hours or of attendance at school required of primary teachers varies considerably from one country to another. It may be as little as seventeen and a half or as much as forty-four hours a week, the average being between twenty-five and thirty hours.

The number of class hours may also vary within a given country according to the type of school or locality, junior primary classes often having a reduced time-table as compared with senior primary classes. Exceptionally, the age of the teacher may count in fixing the number of hours of attendance, older teachers having fewer lessons to give than the younger ones.

In practically all the countries replying to the inquiry, public primary teachers enjoy fully paid holidays and vacations, although in some cases a minimum length of service is a necessary condition.

Pension Schemes

Retirement Pensions. Retirement pensions or compulsory insurance schemes exist in nearly all the countries replying to the inquiry. In many the scheme is administered by the authorities, sometimes with the participation of teachers' representatives. Contributions towards the pension funds are usually deducted at source, but sometimes the State assumes the entire charge of the fund.

Conditions of retirement on pension vary considerably. In nearly all the countries there is a compulsory retirement age for primary teachers, varying from one country to another but usually between fifty and sixty-five years of age. The age requirement is generally bracketed with another condition, that of a certain number of years of service. Primary teachers are thus entitled to retire on attaining a certain age, or on completion of a minimum length of service, or (and this is more frequently the case) on fulfilment of certain conditions with regard to both age and length of service.

The amount of retirement pension is generally calculated on the basis of salary and length of service, corrected in many cases by a certain coefficient expressed as a percentage. Such amount is in some instances equivalent to last salary, but is more often between 40% and 70% of last salary.

Provision is sometimes made for retirement on special grounds before the normally required age and length of service have been attained. In such a case, teachers receive either a pension reduced proportionally or a lump sum of varying amount which is often the equivalent of the contributions they have paid into the fund, with or without interest as the case may be.

Disability. In the case of disability contracted in the course of his duties, a teacher who has accomplished a given number of years of service is in most cases retired on pension. The amount of such pension may sometimes be equivalent to the normal retirement pension. In some cases, however, more especially if the teacher has not accomplished a minimum period of required service, he receives only a lump sum. In the event of disability arising through non-service factors, the most frequently adopted solution is that of premature retirement.

Illness. Practically all the replies to the inquiry refer to the possibility for primary teachers of obtaining leave in the event of their falling ill, the maximum amount of annual leave of absence usually being fixed. In some cases, however, it may be cumulative up to a certain limit. Payment of salary during sich leave beyond a certain lapse of time is nearly always reduced or stopped altogether, but teachers usually retain the right to be reinstated in their post. It does sometimes happen that no limit is set to the number of days of paid sick leave. In some countries, however, a distinction is made between long sick leave and short sick leave, a different procedure being adopted in each case. Only exceptionally are public primary teachers required to pay special subscriptions for the right to sick leave.

In addition to sick leave, certain countries make a grant or special allowance towards medical, pharmaceutical, hospital and other expenses incurred during illness.

Maternity leave is granted in many countries, generally on full pay and for periods varying according to country from two to six months.

Survivors' Pensions. The commonest practice in connection with survivors' pensions is for the widow (or more rarely the widower) and the orphans to receive a certain percentage of the pension which the deceased

was enjoying or was entitled to at the time of his death. The particular persons who are entitled to benefit in this way and the extent to which they benefit, vary from one country to another. The provisions, moreover, are generally applicable only if the widow has not remarried and is of good reputation. Orphan beneficiaries must in most cases be minors or, in the case of girls in certain countries, unmarried, etc. Sometimes the beneficiaries receive only a lump sum in lieu of pension. In some countries, the survivors eligible for benefit include persons other than the widow and orphans. In the case, for example, of a teacher who dies unmarried, his father, mother, brothers and sisters are often considered eligible.

Only a few countries require special contributions to be paid towards survivors' pensions.

Foreign Teachers

The engagement or otherwise of foreign nationals as primary teachers touches upon a question of principle and may run counter to the general ruling that officials posts should be reserved for nationals.

In certain countries, foreign teachers wishing to become public primary teachers must either be naturalized or must at least have taken the necessary steps towards naturalization. Almost all countries require that candidates should have the same qualifications as the national primary teachers, or qualifications accepted as equivalent.

Where no legislative provisions exist formally forbidding the employment of foreign nationals, such persons are accepted only if they have the requisite knowledge of the national or local language.

Private Schools

It is evident that every effort is being made to ensure that private teaching staffs in almost all countries have certain minimum guarantees, with regard both to the conditions under which they work and their salaries.

It should be mentioned here that when public authorities make grants-in-aid to private schools, they usually stipulate that the whole or a part of the grant shall be used for improving the salaries of the teachers.

TEXT OF THE RECOMMENDATIONS ADOPTED BY THE CONFERENCE

RECOMMENDATION No. 36
TO THE MINISTRIES OF EDUCATION
concerning
PRIMARY TEACHER TRAINING

The International Conference on Public Education,

Convened at Geneva by the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education, and having assembled on the sixth day of July, nineteen hundred and fifty-three for its sixteenth session, adopts on the fourteenth of July, nineteen hundred and fifty-three, the following recommendation :

The Conference,

Considering the needs resulting from the extension of compulsory education, as dealt with in Recommendation No. 32, concerning Compulsory Education and its Prolongation, which the Conference adopted in 1951 ;

Considering that all children throughout the world have the right to be educated by primary teachers whose health, intelligence and character meet the required standards, and who have had a good general education and a satisfactory professional training ;

Considering that the professional training of primary teachers should be to an increasing extent supported by a general education of an equivalent level to that required as a minimum for admission to a university ;

Considering that no person should be appointed to teach, even in a temporary capacity, unless he possesses recognized professional qualifications ;

Considering that primary teachers have to take an active part in the cultural and social activities of the community, and should be given training for the purpose ;

Considering that the progress made by the educational sciences (genetic and social psychology, psychology of the emotions, experimental and comparative education, mental hygiene, etc.) can give primary teachers ideas and information which help them to improve their professional competence ;

SENIOR BASIC TRAINING COLLEGE

Considering that countries with different geographical, demographic, social, historical and cultural conditions, should bring forward, although sharing similar aims, varied solutions to the problems of primary teacher training;

Submits to the Ministries of Education of the different countries the following recommendation :

Organization and Administration of Primary Teacher Training

1. The evolution and extension of school education call for the continuous study of primary teacher training and its periodical adaptation to newly emerging circumstances and needs ;

2. In view of the increasing complexity of teacher training problems, it is advisable to have one specialized body (a directorate, department or service) responsible for the coordination of all administrative, financial and technical questions concerning such training ;

3. For the solution of problems coming within its field of competence, such specialized body should be assisted by consultative committees on which teacher training and primary teaching staffs are represented ;

4. One of the main tasks of such specialized body would be to estimate and train the numbers of teachers needed for meeting the expansion of education, due regard being paid to factors such as population changes, prolongation of compulsory education, reduction of the size of classes, and rate of resignation and retirement ;

5. In countries where compulsory education is not yet in full operation, such specialized body would also be responsible, in consultation with the bodies directly interested, for drawing up short-term and long-term plans for training sufficient numbers of primary teachers to permit the extension of compulsory education measures by stages, and similar plans for diminishing as quickly as possible the number of inadequately qualified teachers ;

6. Even when responsible for the organization of primary teacher training programmes and the control of primary teacher training establishments, such specialized body should allow these establishments the autonomy and latitude necessary for the efficient management of any educational establishment, particularly in regard to methods and curricula ;

7. It is desirable that teachers and students of a primary teacher training establishment participate as much as possible in its internal management, to which they can make a valuable contribution ;

8. Whatever their precise form, financial appropriations for primary teacher training should be sufficient to maintain the establishments needed to train the required number of primary teachers, to pay adequate salaries to the training staffs, to provide premises which conform to the required material and educational standards and which

include where necessary boarding accommodation for the students, to supply all necessary equipment (library, laboratories, workshops, playing fields, etc.), to establish demonstration schools attached to the training establishments, and to provide students with free tuition and adequate living allowances ;

9. In order that the necessary funds may be readily available, it is desirable that the press, the public, members of Parliament, and those responsible for the allocation of financial appropriations be fully informed of the importance of the primary teacher training establishments ;

10. In deciding whether primary teacher training should be at secondary level (with or without boarding accommodation for the students), at an intermediate level, or provided by university institutes or faculties, each country or State will with advantage choose the system or systems which afford the most adequate training possible and which are compatible with its geographical make-up, financial resources, and possibilities of recruitment and remuneration ; the ideal to be gradually reached is training at university level ;

11. It is desirable that primary teachers should have every facility for pursuing their studies at university level, that the number of faculties or institutes of education should be increased, and that the diplomas awarded by them should give access to teaching posts at secondary level ;

12. The adoption within a given country or State of two or more systems of primary teacher training differing as to age and other conditions of admission, duration and level of course, and standing of certificates awarded, may be justified, but too great a variety of systems has disadvantages, especially in regard to equality of salaries of practising teachers ;

13. In countries where differentiated training for urban or rural primary teachers exists, it is important that the courses as well as the diplomas awarded should be equivalent ;

14. In addition to a common core of training for all students, provision should be made for special, or parallel or complementary, training for students intending to teach in nursery-infant schools, schools for mentally and physically handicapped, and maladjusted children (the ideal here being the award of a special diploma), or senior primary schools and complementary classes ; it is also desirable that the necessary training facilities should exist to enable serving teachers to transfer from one branch of primary education to another ;

15. In countries where completion of secondary education is not a condition of admission to primary teacher training, every facility should be given to persons who have completed such education to secure teacher training which is not less advanced than the ordinary course of training ;

16. Persons who find at a relatively mature age that they have the ability and desire to take up teaching, should also be given every facility to acquire or complete the necessary general and professional training ;

17. Valuable work has been done by the primary teacher training establishments at secondary level that exist in some countries, and that afford an opportunity for general education to all comers, but steps should nevertheless be taken to transform them into training establishments reserved essentially for students intending to take up teaching.

Recruitment and Conditions of Admission

18. Every possible endeavour should be made to attract into the teaching profession those persons who possess the requisite aptitudes, but who may be tempted into other professions ; it should be remembered that the decisive factor in any successful recruitment campaign is the improvement of teachers' social and material status ;

19. Both sexes should have access to primary teacher training on the same terms ;

20. The attention of primary and secondary teachers should be drawn to the contribution they can make to the recruitment of primary teachers by discovering the children who already show signs of possessing the requisite qualities for teaching, and by encouraging them to take up the profession ;

21. Vocational guidance services can also make a valuable contribution to the recruitment of primary teachers by publishing and distributing, as they do for other professions, information sheets about teaching as a career, giving talks on the subject to pupils about to leave school, writing articles for the press, and making broadcasts ;

22. In order to encourage recruitment of primary teachers from among all social classes, it is desirable to provide free training (tuition, board and upkeep), or scholarships, or remuneration ;

23. When candidates for primary teacher training are required to agree to teach for a certain minimum of years, in return for the material assistance they receive during their training, such necessary agreement should be fairly elastic, especially in the case of women, so that the requirement may not discourage recruitment ;

24. The minimum age of admission to primary teacher training establishments must naturally be fixed in accordance with the level (secondary, intermediate, or university) of these establishments ; thus no one minimum age is applicable to all countries, but the danger of admitting candidates not mature enough to realise the responsibilities of the teaching profession or to cope with its difficulties should be borne in mind ;

25. As simplification of admission procedures appears desirable, qualifications, certificates and diplomas should be taken into account when candidates seek admission to training ;

26. Selection of candidates for primary teacher training should in no circumstances, however, be based solely on intelligence and knowledge, but should pay equal attention to such criteria as character, mental and

physical health, love of children, devotion to work, and social qualities ; it is desirable that all candidates should undergo psychological examination immediately before and during training, with a view to eliminating those possessing anomalies of character or behaviour which are incompatible with teaching ; entrance examinations can be with advantage supplemented by interviews and, if necessary, by short periods of probation ;

27. Account should also be taken of mental traits, emotional balance, personal interests, and difficulties of adjustment ; it is therefore desirable that all primary teacher training establishments should offer a course in mental health, given by a teacher to whom the teachers-in-training can turn for help in solving their personal problems.

Curricula

28. Representatives of the principals and teachers of primary teacher training establishments and primary teaching staffs should participate in the elaboration and revision of teacher training programmes and curricula ;

29. The duration of primary teacher training depends on the nature of the course ; if it covers general education in addition to professional studies, it should be longer than would otherwise be the case ;

30. In training establishments at secondary level, a balance should be achieved between general education and professional training ;

31. The professional training of primary teachers should include not only psychology, education and teaching practice, but also a selection of special courses in such fields as social studies, domestic economy, hygiene, physical education, singing, drawing, handwork, and agriculture ;

32. The psychological and pedagogical aspects of primary teacher training should include a study of the nature of the child and the learning process, the relation of education to society, the materials of instruction, and the methods of teaching, attention being paid throughout to both theory and practice ;

33. The psychological studies of primary teachers should cover general and child psychology, and, in addition to the technique of testing, a qualitative study of children's intellectual development ; formal teaching should be supplemented by direct observation and experiment on children's intellectual and emotional behaviour, as individuals and as members of a group ;

34. The pedagogical aspects of primary teacher training should include principles of education, history of education and comparative education, experimental education, teaching methods, school organization, administration and legislation, and educational problems pertaining to the country concerned ;

35. In teaching principles of education and the history of education the aim should be to familiarize teachers-in-training not merely with accepted ideas to be found in all educational philosophies, but also with the way educational principles and organization have evolved ; a study of comparative education should enable teachers-in-training to grasp the universal nature of certain educational problems, and at the same time to realize the necessity of adapting principles to national, regional and local conditions ;

36. Primary teacher training curricula should allot ample time to teaching methods, both those calculated to develop the growing personality, powers and initiative of the child, as well as those employed in teaching the different subjects, especially the methods of reading, writing, and arithmetic, and such instruction should be closely correlated with the psychological and practical training ;

37. Formal pedagogical training should be supplemented by, for example, seminars, discussion groups, and individual research ; primary teacher training establishments will for this purpose need to be fully equipped with all the necessary teaching and research materials and aids, and a well-stocked library of educational journals, classical and modern works on education, reference books, and textbooks ;

38. As soon as circumstances permit, primary teacher training curricula should include non-compulsory subjects or options enabling the students to do advanced work in subjects in which they are specially interested ;

39. Practical work is an essential part of primary teacher training, and must therefore be given ample time in the pedagogical part of the curriculum ;

40. Such practical work should comprise not only observation of experienced teachers' work, and a graded introduction to the actual practice of teaching, but also active participation in every aspect of school life ;

41. Primary teacher training establishments should have under their authority one or more schools, preferably of the experimental type, where students can do part of their practical training ;

42. The practical experience of teachers-in-training should not be limited to demonstration schools, but should also embrace experience in ordinary primary schools where they can meet all the problems in the school and the community (premises, equipment and size of classes, social environment, etc.) that they will in all probability encounter when they secure a post ;

43. Teachers-in-training should have opportunities for practice in schools with different sizes of staffs, including one-teacher schools, and in schools situated in different localities ;

44. In countries where primary teachers are required to teach adults in, for example, evening and fundamental education classes, their training should include formal and practical instruction in this type of work ;

45. The training of primary teachers should also include courses on school hygiene, preventive health care of children, and protection against contagious diseases and epidemics ; primary teachers working in isolated areas should themselves be able at least to safeguard their own and their family's health ;

46. Primary teacher training should include formal and practical instruction enabling the students to understand the important social role they will be called upon to play in the local community ; such instruction might usefully include, for instance, the organization of leisure-time activities and cultural events, and the improvement of local hygienic and economic standards ;

47. Primary teacher training establishments need to foster the aesthetic sensibilities of teachers-in-training, if the schools to which the latter are ultimately appointed are in their turn to develop such gifts ; the siting and installation of primary teacher training establishments should for this reason be the object of careful study, and musical, dramatic, literary and sporting events should be organized in such establishments or in the local primary schools ;

48. Teachers-in-training should have opportunities of becoming acquainted with extra-scholastic activities such as school meals and clothing services, vacation camps, youth movements, and parent-teacher associations ;

49. The general behaviour of the students of a training establishment depends to a large extent on the way the course is organized, the spirit in which the instruction is given, and, in boarding establishments, the kind of accommodation ; discipline should therefore be liberal and inspired by respect for human personality, and should stimulate the development of the individual's gifts ; the instruction should be mainly grounded in the study of man, and should develop the students' civic spirit and sense of responsibility ;

50. Because one of man's greatest unsolved problems is his relationship to his fellow men, the teacher should have the interests, the attitudes, the knowledge and the skills necessary to teach good human relations, tolerance and solidarity in class-room and home and the local, national and world community ; the training establishment should recognize the paramount importance of this problem and both through instruction and practice, qualify the teacher to teach good human relations and world understanding ;

51. Special attention should be given to the selection of the staffs of primary teacher training establishments and demonstration schools, since they are the human beings called on to approach the ideal of the perfect teacher to be presented to the students ;

52. The teachers of pedagogy and psychology should possess high theoretical and practical qualifications ; the other teachers should be masters of their several subjects, and of the psychological, pedagogical and social aspects of them ;

53. Every endeavour should be made to keep primary teachers in lasting touch with the primary teacher training establishments and prevent the beneficial contact being severed as soon as the students have left college ;

54. Psychological and educational research institutes should be established to ensure, in collaboration with the primary teacher training establishments and also with the demonstration and other primary schools, the constant improvement of primary teaching methods and aids.

Further Training and Refresher Courses

55. It is highly desirable that primary teachers should have opportunities of further training throughout their career, and thus be enabled to keep abreast of new ideas and methods ;

56. Further training of this kind is especially necessary for primary teachers trained through emergency courses and for those appointed before obtaining the qualifications normally required ;

57. Further training courses should be available to raise the standard of primary teachers' work and encourage its accomplishment ; these should also enable teachers to improve their qualifications and thus their salaries, wherever there is a relation between the two ;

58. Whatever form further training may take (lectures, demonstration lessons, discussion groups, seminars, vacation courses, correspondence courses, broadcasts, etc.), prime responsibility for its organization should lie with inspectors, principals and teaching staffs of primary teacher training establishments, and groups or associations of primary teachers ;

59. Where the education authorities do not themselves assume responsibility for organizing further training, funds should be made available for the purpose to primary teachers' associations and other appropriate bodies and groups ;

60. Primary teaching staffs, especially unqualified staffs working in rural areas, should be given every facility, in the form, for example, of leave and allowances, for securing further training ;

61. In addition to the provision made by the education authorities and other bodies for further training, the primary teachers themselves may with advantage be encouraged to form seminars or study groups on the theoretical and practical problems of education that interest them most ;

62. Individual and group travel in their own country or abroad for study purposes is also one of the most effective means of improving primary teachers' standard of work and their grasp of educational problems and of stimulating them to apply new methods ; numerous scholarships should be available for the purpose ; teachers who have had such experience will pass on their discoveries to their colleagues ;

63. The exchange of primary teachers with other countries is also an effective means of further training, and should be encouraged wherever linguistic and other conditions make it possible, on the lines suggested by Recommendation No. 29 concerning the International Interchanges of Teachers, passed by the XIIIth International Conference on Public Education in 1950 ;

64. Every encouragement should be given to the publication of books and journals dealing with primary teachers' specific problems and enabling teachers to keep abreast of developments in educational science and refresh their knowledge, and to facilities for the purchase or loan of such books and journals, for example through school and circulating libraries ; the primary teacher training establishments, the educational documentation centres existing in many countries, and the research institutes recommended in Article 54, have an increasingly important field of activity in this connection.

Emergency Courses

65. The competent authorities should estimate the number of primary teachers that will be needed in the coming years, and make timely provision for their training by the customary establishments ; if through unforeseen circumstances they are forced to abrogate the customary training and institute emergency courses, they should regard the latter only as a temporary measure, and make every endeavour to return to normal at the earliest possible date ;

66. When the institution of emergency courses appears justified on account of more or less sudden increases in the school population resulting from population changes or the implementation or prolongation of compulsory education, such courses should require a sufficient standard of general education from the students and ensure them adequate professional training before they secure appointments ;

67. Primary teachers trained in emergency courses should have opportunities of completing their training, if they give evidence of possessing the necessary aptitude, so that they can be admitted to the normally trained grades.

Assistance from International Organizations

68. It is highly desirable that Unesco, the other specialized agencies of the United Nations, and the various regional organizations should furnish immediate moral, material and financial aid on a large scale to the countries experiencing great difficulty, especially as regards training the necessary primary teachers, in organizing or extending compulsory education.

RECOMMENDATION No. 37
TO THE MINISTRIES OF EDUCATION
concerning the
STATUS OF PRIMARY TEACHERS

The International Conference on Public Education,

Convened at Geneva by the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education, and having assembled on the sixth day of July, nineteen hundred and fifty-three for its sixteenth session, adopts on the fifteenth of July, nineteen hundred and fifty-three, the following recommendation :

The Conference,

Considering that good service conditions are necessary to attract to the primary teaching profession suitably gifted young men and women, in sufficient numbers to provide for the extension of free and compulsory education to all children ;

Considering that the status of primary teachers is closely linked with their professional training which is dealt with in Recommendation No. 36 concerning Primary Teacher Training, adopted by the Conference in its present session ;

Considering that the status of primary teachers in common with that of other teachers is determined in part by legal and administrative guarantees of contract, tenure, remuneration, conditions of service, and social security, and in part by other less easily measured factors which influence the esteem in which the teaching profession is held both by employing authorities and by public opinion ;

Considering that the status of the teaching profession as a whole depends largely on the profession's internal unity, its good relations with the education authorities, the extent to which teachers are consulted in matters affecting both their conditions of work and the standards and content of education, and on the freedom of teachers from direction in matters of personal convictions, it being understood that this freedom does not entitle teachers to impart such convictions to their pupils in despite of the rights of the parents ;

Considering that primary teachers, in common with others, contribute to their prestige by the quality of their spiritual and intellectual contribution to the nation's life, by bearing their share, individually, in the social demands of their local communities, and by displaying a spirit of service in the interests of their pupils which is evidenced outside as well as inside the hours of paid employment ;

Considering on the one hand, that outside the classroom, and without distinction of sex, race, colour, opinion or personal beliefs, primary teachers like all educationists should be free to exercise their civic rights, in accordance with the Universal Declaration of Human Rights, but on the other hand, that their mission as educationists imposes on them duties towards the children, whose conscience and personality they should respect, towards the families who entrust their children to them, and towards the community in which they are called upon to serve ;

Submits to the Ministries of Education of the different countries the following recommendation :

Administrative Status

1. Where primary teachers enjoy the status of public servants, the general rights and guarantees conferred by such status should not be inferior to those conferred on other categories of public servants ;

2. In cases where primary teachers do not enjoy the status of public servants, they should be engaged on contract, the general terms of which should not be less favourable than those of comparable staffs engaged on contract ;

3. Without advocating rigid uniformity, sympathetic attention should be given to the steps taken in countries with decentralized systems of education to eliminate as far as possible any excessive inequalities that may exist in the conditions of service, especially as regards salaries, of primary teachers within a given country ;

4. Where for administrative purposes primary teachers come under local authorities, steps should be taken to ensure that such authorities, particularly those in rural areas, are in a position to guarantee the rights of primary teachers, especially in regard to the regular payment of their salaries ;

5. Primary teachers should enjoy the maximum security of tenure, except in the case of grave misconduct specified in the appropriate regulations as entailing dismissal ; if they fulfil the conditions required, they should be given permanent appointments, or, where this is not considered possible, long-term appointments with the possibility of renewal ;

6. The application of the regulations concerning the rights and duties of primary teachers should be the responsibility of the competent authorities who should not be subject to any extraneous pressure or interference ;

7. In the event of unsatisfactory work or conduct on the part of a primary teacher, the penalties as defined in the relevant regulations should be applied objectively, and the teacher should have the right of appeal to the appropriate authorities if he feels that he has been treated unjustly ;

8. Primary teachers should also have the right of appeal if they feel that the administrative provisions as specified in the law or regulations have been unjustly applied to them.

9. As a general rule authorized delegates of primary teaching staffs should form part of the bodies responsible for examining appeals lodged by such staffs against decisions concerning them made by the education authorities in disciplinary matters or matters concerning professional competence ;

10. Primary teachers or their representatives should be accorded the privilege of participating in the formulation of policies which affect their work, and in education conferences at which problems relating to the work of primary teachers are being considered ;

11. Teachers should have the right to join freely whichever professional organizations they prefer, which would be qualified to represent them on all occasions.

Appointment

12. The procedure for the appointment of primary school teachers should be as simple as possible and should be carried out with complete objectivity ;

13. The automatic appointment of primary teachers who have obtained the required teaching certificates presents advantages, wherever there is a shortage of teaching staff ; in making appointments for which both men and women candidates are equally qualified and n circumstances where the appointment of either would be suitable, there should be no discrimination because of sex ;

14. In countries where automatic appointment is not applicable, it is advisable to use a selection procedure which affords the candidates all possible guarantees, and takes account of their records of character and achievement during the training course, their qualifications, their extra-curricular activities, and the results of tests and interviews ;

15. Where a selection procedure has been adopted for promotion or appointment to higher posts, this should be based on principles similar to those described in Clause 14, and also on candidates' service record and seniority ;

16. The periods of probation required in certain countries before confirmation of appointment, should not be unduly long, in order that teachers may enjoy their full rights as soon as possible ;

17. Among the means of encouraging teachers to remain as long as possible in one post, and of avoiding too frequent changes, especially in rural areas, appropriate steps should be included which facilititate the appointment of teachers to posts, if they so desire, in their own locality or its neighbourhood ;

18. When husband and wife are both teachers, appropriate steps should be taken to facilitate their appointment to the same or neighbouring localities, wherever suitable vacancies exist ;

19. In countries where it is possible to do so, the promotion of teachers to a higher salary level should be provided for without necessarily involving the transfer of the teacher to another locality.

Hours of Work

20. In view of the pupils' limited capacity for classroom work, and the supplementary work which the teacher is called on to do outside the classroom, the number of actual teaching hours should not exceed 30 per week ; teaching programmes should permit teachers to prepare their lessons thoroughly, correct the work of their pupils, and leave time for extra-curricular activities, meetings with parents, and professional and cultural studies ;

21. The duration of holidays and their distribution over the year should take into account the special need of pupils and teachers for recreation and leisure ;

22. Where schools are organized on the basis of double shifts, and where the teacher has charge of alternate groups of pupils, care should be taken to provide adequate staffing so as to keep the teaching load within the limits recommended in Clause 20 ;

23. The salaries primary teachers receive, should as a rule be sufficient to permit them to devote all their energies to their educational and social activities ; paid work outside the hours of normal employment should be undertaken only if it does not prejudice these activities, and does not undermine the respect for teachers of the public in general, and of parents and pupils in particular.

Salaries

24. Given the fact that the low qualifications of teachers in public or private schools are often among the main reasons for their low salaries and unfavourable conditions of employment, and are also detrimental to the interests of the children, public authorities should consider the desirability of fixing by law the minimum qualifications of teachers in all types of primary schools ;

25. Primary teachers' salaries should correspond to the importance of their task, and should not place them in an inferior position as compared with the various categories of public servants or employees with equivalent training or social status ;

26. Salary minima should be sufficient to ensure primary teachers, from the very beginning of their career, living conditions which enable them to work well and to establish a home ;

27. Salary scales should be drawn up on the simplest lines possible, and in such a way that the proportion of teachers on the lower scale should be as small as possible ;

28. While recognizing that systems of remuneration vary from one country to another, it appears desirable that the gap between minimum and maximum salaries should not be too great within the same country, provided both minimum and maximum salaries ensure adequate remuneration to the teachers ;

29. In countries where there are two or more systems of primary teacher training, teachers possessing qualifications involving a longer and completer training should be placed on a higher salary scale ;

30. Equally qualified men and women primary teachers should be on the same salary scale ; in countries where this principle is not applied, steps should be taken progressively to reduce the existing differences ;

31. Progress on the increment scale should permit primary teachers to reach the intermediate salary grades as quickly as possible, and at the end of their career to obtain a reasonable pension or lump sum, assuming these are calculated on the basis of salary ;

32. Wherever promotion to a higher level of salary is based mainly on selection, steps should be taken to ensure that such selection is made by the responsible authorities, not arbitrarily, but on the basis of seniority, qualifications, ability, efficiency, and merit, considered together ;

33. Within any given country with a decentralized educational system, where primary teachers have varying allowances and are on varying salary scales, appropriate means should be found to eliminate as far as possible any undue differences that may exist between rates of remuneration ;

34. In countries where pre-school teachers are on lower salary scales than primary teachers, it is desirable to consider the elimination of such inequality, given the same qualifications and training for both ;

35. Wherever teachers in demonstration schools attached to training establishments, or in senior, complementary or special primary schools, require supplementary or specialist qualification or training, it appears justifiable that such teachers should receive higher remuneration than other primary teachers ;

36. In view of their special responsibilities, head-teachers are entitled to higher salaries graded, where necessary, according to the size of their school ;

37. Probationary, replacement, supply, and uncertified primary teachers are entitled to salaries which, although they may be lower than those of permanently appointed teachers, enable them to live in reasonable comfort ;

38. In countries where it is not already the case, steps should be taken to ensure that primary teachers' holidays and authorized leave are fully paid.

Allowances and Privileges

39. In countries where salary scales have not been adjusted to meet the higher cost of living, primary teachers should receive cost-of-living allowances, and such allowances should be periodically revised ;

40. Special allowances should be paid to primary teachers working in localities less favoured by reason of their isolation, climate, unhealthy conditions, or other factors, or in large towns with a relatively high cost of living ; determination of such factors should rest with the competent authorities ;

41. In view of the housing shortage existing in most countries, it is becoming increasingly desirable that the authorities should provide primary teachers with living accommodation, either free or at a low rent, or with an allowance in lieu ;

42. It is desirable that where family allowances exist for other public servants or employees, they should be granted to primary teachers on the same terms as for other public servants or employees of comparable status ;

43. In cases where teachers are called upon to transfer to other localities in the interest of the service, removal allowances should be paid.

Social Insurance

44. All primary teaching staffs should have a social insurance scheme covering the following contingencies : retirement, compensation for survivors, disability, illness and maternity ;

45. Whatever organizations are responsible for administering the social insurance scheme (public bodies, associations of public servants, or private insurance companies), the public authorities should ensure that they are in a position to afford the necessary guarantees and to meet their liabilities towards the beneficiaries of the scheme ;

46. Countries exist where primary teachers are not required to pay contributions to the social insurance scheme of which they are members, but wherever they are required to do so, such contributions should not be higher than those paid into the scheme by the public authorities ;

47. On reaching a given age or completing a given number of years of service, primary teachers should be entitled to a retirement pension or lump sum, or both ; they should be paid at a proportional level if they leave the service before the given limits, after completing a stipulated minimum number of years of service, with the proviso that such arrangement does not encourage them to leave the service prematurely ;

48. In the event of disability or incapacity leading to enforced retirement, primary teachers should be entitled to a pension or lump sum proportional in amount to years of service, with a minimum high enough to ensure that the teachers concerned are not in want ;

49. In the event of illness, primary teaching staffs should be entitled to sick leave with full pay for a given period, their replacement being supplied by the education authorities ; it is desirable that they should receive an allowance for medical expenses and medicines, where provision is not otherwise made ; in the event of the illness lasting beyond the given period, the pay should be only gradually reduced, until recovery or premature retirement on disability pension ;

50. All women primary teachers should be entitled to maternity leave with full pay before and after the birth of the child, lasting in all not less than three months, leave in excess of this minimum being reckoned as sick leave ;

51. In the event of a primary teacher's death, compensation should be paid to his dependent survivors or at least to his widow, provided she does not remarry, and his children up to a certain maximum age which is not lower than that of the end of compulsory education, and beyond such age if they are pursuing their general or vocational education ;

52. It is desirable that representatives of primary teaching staffs should assist in formulating the regulations of social insurance schemes, and should be associated with the administration of the funds and the settlement of disputed claims.

Teachers from Other Areas

53. Due account being taken of the various factors on which existing legal provisions concerning the employment of teachers from other countries are based, it is desirable, especially where there is a shortage of teachers, that the possibility be envisaged of admitting such teachers, under certain conditions ;

54. To be eligible for appointment to public primary school posts, such teachers should possess the same diplomas as the teachers of the countries concerned, or the equivalent ;

55. In countries with a federal system, it is desirable that members of a given constituent state, province or canton have every possible facility for appointment throughout the federation concerned.

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